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Progress and challenges towards the achievement of the 2020 goal of sound chemicals management: report of the Quick Start Programme

Impact evaluation of the Quick Start Programme

Note by the secretariat

1. At its eighth meeting, held in Geneva in March 2013, the Executive Board of the Quick Start Programme of the Strategic Approach to International Chemicals Management agreed to undertake an impact evaluation of the Programme, which would focus on the impact of its projects on the ground, including good practices and lessons learned.

2. The terms of reference for the impact evaluation were discussed and agreed upon by the Executive Board at its ninth meeting, held in Geneva in May 2014. The secretariat was given the task of engaging an evaluation team to conduct the impact evaluation, and providing support and feedback throughout the process.

3. The evaluation consisted of five stages: inception or desk review, online survey, interviews, case studies and a final report. An interim report was presented to and discussed by the Executive Board at its tenth meeting, on 20 August 2015, and a draft report was provided to the Executive Board for comment on 14 September 2015. The evaluators addressed the feedback received. The final report summarizes the outcomes of the independent evaluation of the impact of the Quick Start Programme carried out by the evaluation team.

4. On behalf of the Executive Board, the secretariat has the honour to circulate, for the information of participants, the report on the impact evaluation of the Quick Start Programme (see annex). It is presented as received by the secretariat, without formal editing.

* SAICM/ICCM.4/1.

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Annex

Report on the impact evaluation of the Quick Start Programme

Quick Start Programme Impact Evaluation *Final Report*

21 September 2015

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0. Executive summary

Introduction (Section 1)

1. The Strategic Approach to International Chemicals Management (SAICM) is a policy framework to promote chemical safety around the world.
2. SAICM has as its overall objective the achievement of the sound management of chemicals and hazardous wastes throughout their life cycle so that, by 2020, chemicals are produced and used in ways that minimize significant adverse impacts on human health and the environment.
3. The objective of the Quick Start Programme (QSP) is to support initial enabling capacity building and implementation activities to support the 2020 goal, in developing countries, least developed countries, small island developing States and countries with economies in transition.

Scope, Objectives and methods (Section 2)

4. The Impact Evaluation aims to make a broad and representative assessment of the impact of the Programme across the duration of QSP projects, as well as following their completion.
5. A Theory of Change was developed to provide the framework for the evaluation. The Theory of Change seeks to map out the predicted pathways by which the portfolio of projects realise the outcomes and impacts of the QSP.
6. The overall evaluation approach is grounded in inclusivity and collaborative working with the SAICM secretariat, the Executive Board, the Trust Fund Implementation Committee, and the stakeholders involved in the projects. The evaluation emphasises a formative approach that seeks to learn lessons from the experience of the QSP and provide guidance on ways to strengthen and build on the successes of the Programme as well as providing strategies for addressing its shortcomings.
7. The Impact Evaluation assessed 158 projects funded by the QSP Trust Fund (as of October 2014 when the evaluation was commissioned). This set of projects provided the sampling frame for the selection of sub-sets of projects that were subject to detailed investigation during the different stages of the evaluation
8. The evaluation comprised five stages: (i) inception – desk review of project proposals of projects (158); (ii) on-line survey – questionnaire circulated to SAICM database of stakeholder contacts; (iii) document review and interviews – review of all documentation of completed projects (89) and interviews with project coordinators (41 projects); (iv) case studies – further interviews with stakeholders in Kenya, Moldova, Cambodia, Uruguay and Brazil; (v) production of report.

Review of activities and outputs (Section 3.1)

9. Projects largely completed activities across all major activity types with success, with project deliverables following the guidance and templates developed by the IOMC organizations.
10. QSP projects sought, and largely managed, to achieve one or more of three key outputs: a) National SAICM Implementation Plan developed; b) National governance structure agreed; and c) raised awareness and exchange of information.
11. There was a major focus in many projects on awareness-raising and building consensus – mostly among national experts and those involved in chemical management (rather than the wider public).

Project Design, Application and Administrative Issues (Section 3.2)

12. The overall picture of the process of developing, submitting and securing funding for proposals was positive, in particular the inclusive and participatory process of project formulation and design.
13. The QSP Trust Fund is a unique funding stream: there are no other such sources of funds; the application process was straightforward, and importantly, the programme enables exposure and support from international chemicals experts through the executing agencies.
14. Despite these positive aspects, many projects experienced delays in implementation resulting in requests for extension.
15. With a few notable exceptions gender was not adequately reflected in project design.
16. Key strengths were in multi-stakeholder design and appropriateness of activities, with potential weaknesses relating to project delivery in accordance with timescales and inclusion of gender considerations.
17. The increase in staff in the secretariat in recent times has considerably enhanced the administration of the QSP. However, there remain capacity constraints in terms of administrative support within UNEP.
18. Monitoring and evaluation reporting plays a very important role in assessing the performance of projects; however efforts must be made in ensuring that they are independent.
19. A very important number of excellent publications were developed through the QSP projects; however this data is not readily available.

Achievement of our outcome (Section 3.3)

20. Stakeholders overwhelmingly agree with the success of the projects in ensuring different stakeholders work together, and the strengthening of technical capacity. However, fewer respondents agreed that the projects enabled countries to leverage further resources; or that the coordination body continues to meet after the project.

Awareness and stakeholder cooperation

21. Permanent coordination mechanisms have evolved from arrangements established by many projects. However, in a number of countries, committees that met regularly during the QSP have failed to maintain their momentum.
22. Almost all projects reported improved awareness of the hazards of chemicals and importance of the sound management of chemicals (SMC) among those responsible for chemical management, at all levels including decision makers in government environment and finance ministries.
23. The issue of changes in high-level decision makers - ministers and deputies, as well as heads of division – was frequently made.
24. Non-government respondents reported many examples of improvements in cooperation with government, based on enhanced trust between government, civil society, and the private sector.

Industry Involvement

25. Industry involvement was common, if not universal, in project coordination and delivery. An important contribution from industry stakeholders was in provision of information – mainly on chemical use. More substantive involvement of industry (chemical producers/ importers/ users) was achieved by projects with industry-relevant themes. Private sector partners largely benefited from these projects, mainly by participating in training and other workshops. In most cases, the net result was more about improved collaboration or relationships, than changes in practices by industry.

Gender achievements

26. Very few projects explicitly considered the impact of chemical management on women and vulnerable groups, and included these considerations in their outputs. Civil society organisations (CSOs) and agriculture-focused QSP projects stood out in explicitly addressing gender differences in chemical exposures.
27. The multi-stakeholder approach actively adopted by QSP projects did not explicitly and proactively ensure the participation of women.

Finance for follow-up initiatives

28. Externally-funded projects were developed by many projects based on action plans or recommendations of QSP projects (e.g. with funds from the Global Environment Fund (GEF), UN agencies, non-government organisations (NGOs) and donors).
29. Raised awareness did not always lead to follow up and implementation of changes in chemical management and regulation.
30. In few countries, projects were followed up through resources allocated from national budgets / resources. Further, a very small minority of countries reported examples of the development and introduction of economic instruments to promote industry participation in financing for chemical management.

Information/data systems

31. Many projects gathered baseline data on legislation and institutional arrangements for chemical management. In many countries, the time and effort to compile this from an array of sources, was greatly underestimated and led to implementation delays. In some (but not all) projects, a lack of national experts and reliance on external consultants was reported as a key barrier.
32. While data collection was very common, monitoring of health and environmental impacts of chemicals was much more limited. Many countries highlight the importance of evidence in convincing policy makers / users to support SMC, and underline the need for multi-sectoral approaches to develop and use evidence, particularly on health impacts of chemicals.
33. Systems for limited but regular ongoing data collection (as opposed to one-off, major efforts such as those involved in National Profiles) are still needed in most countries. Evidence of success in establishing sustainable data gathering mechanisms that are regularly/ automatically updated was practically non-existent. Incentives for continued environmental monitoring include avoiding barriers to exports and trade and integration with regional and global bodies such as the Organisation for Economic Cooperation and Development (OECD) and the European Union (EU).
34. At the secretariat level, there is no centralized management of deliverables or location where this information can be readily accessed by all stakeholders. Project deliverables and outputs are extensive and would presumably be of value to all countries if more proactively disseminated.

Technical capacity

35. Projects where national experts were involved in project delivery have resulted in improved capacity. However, the availability of national experts does not always exist. The use of consultants did not result in a transfer of knowledge and skills to local counterparts after the project.
36. Most training and capacity building was of government / policy staff. Awareness at grassroots and chemical user level was less evident.
37. Many projects experienced changes in personnel, which contributed to breaks in continuity and project implementation.

Mainstreaming to national policy

38. The degree to which the projects were in line with national priorities at the time of their inception is not clear.

39. There are many examples of mainstreaming of chemicals into national legislation, policies or institutions as a result of QSP projects. However not all countries have been able to integrate project action plans into official policy or mandates. The involvement of diverse stakeholders in the committees that were established was an important factor in efficient development and approval of draft laws, as was the high quality preparatory work and level of understanding achieved through the QSP.

QSP Impact – Implementation of SAICM (Section 3.4)

40. QSP projects largely met the objective of setting the ball rolling through initial capacity building and implementation activities. In many cases, the 'rolling ball' then continued to roll and did practically result in many examples of SAICM implementation and concrete risk reduction, exceeding QSP objectives. However, a number of countries considered that the QSP should be continued with a more ambitious scope.
41. Sharing of experiences among countries was identified as a beneficial approach.

Overarching Policy Strategy (OPS) Objectives

42. Most projects contributed to multiple OPS Objectives. More projects contributed to the various sub-paragraphs of OPS Objective C on Governance than to other objectives; while fewer were able to demonstrate evidence of reducing or preventing international illegal traffic (Objective E).
43. Key remaining gaps include: relative lack of progress on preventing illegal international traffic was not overcome by QSP projects with lack of in-depth cooperation between customs and regulatory authorities at regional level (Objective E); limited progress in promoting and establishing science-focused methods and research and sharing of information (Objective B); opportunities to share work and management models among countries were not exploited as much as guidance and examples from international organisations.

11 Basic Elements (of the Overall Policy and Guidance)

44. Of the 11 Elements, the QSP portfolio mostly contributed to a) on legal frameworks and d) on cooperation between stakeholders.
45. By contrast, the least frequently addressed Basic Element was k) on alternatives, which will be partly addressed by the non-chemical alternatives earmarked QSP funds in round XIII. The next lowest Basic Element is F) active participation by industry; and J) monitoring of health and environmental impacts of chemicals.

Conclusions (Section 4)

46. The QSP has demonstrably met, and in many cases exceeded, its objective of establishing enabling environments for sound management of chemicals at the national level, All three of the Strategic Priorities have been addressed, with priorities A and B being addressed by a majority of countries, while priority C (mainstreaming) was addressed by a smaller, but significant, number of projects.
47. In many cases the QSP projects have succeeded in 'mainstreaming chemicals management' into national legislation, policies and institutions.. However, not all countries have been able to succeed in this due to a range of factors including the lack of priority of chemical management in national agendas, a lack of technical capacity as well as the lack of capacity for inter-departmental collaboration and coordination required for effective chemicals management.
48. A large number of very important publications were produced through the QSP projects. However, these documents and data are not readily available in part because, at the Secretariat level, there is no centralised system of content management and retrieval, allowing for outputs to be made accessible to a wide audience.
49. Major gains have been documented in political and technical service-level awareness and understanding of the risks of chemicals, the importance of SMC, and the tools

available to manage risks; and in stakeholder coordination with enhanced coordination and active participation by diverse stakeholders.

50. Quantitative data on the health and environmental impacts of chemicals remain scarce and systems for regularly collecting and updating such information are largely absent.

51. Apart from in a minority of, mainly CSO projects, gender was not adequately addressed in the QSP projects.

52. Relatively few civil society projects were funded but their impact has been high. Partnerships between CSO and government are very effective in ensuring good outcomes as well as sustainability of projects.

53. Evidence of SAICM implementation has been widely reported, exceeding the objectives of the QSP. The main areas of achievement are a) updating of national legislation; b) continuation of QSP activities on a project basis; and c) continuation and expansion of training of end users of chemicals, bringing concrete risk reduction.

54. Many projects developed externally-funded projects which effectively continued QSP projects (e.g. with funds from GEF, UN agencies, NGOs and donors); however few countries were able to follow up with resources allocated from national budgets; and even fewer were able to give examples of economic instruments to promote industry participation in financing for chemical management.

55. For many governments, chemicals are still not a priority issue, and there is a lack of evidence of internalisation and delivery of chemicals management into national plans and budgets. Chemical management initiatives rely on external sources of funding; and on individual commitment. Even where chemical management is reflected in government mandates and policies, an 'implementation gap' may still exist. The open-ended and broad-based financing model of QSP may be particularly suited to support the, largely political, transition from programmatic-level basis to full implementation of SAICM.

Recommendations (Section 5)

I. The Quick Start Programme should be further developed beyond enabling activities, to support national efforts for SAICM implementation by filling specific gaps and kick-starting governments' own programmes on chemicals and wastes.

II. Given the impact of the CSO projects financed through the QSP, stakeholders should ensure that funding for this sector is available in future financing mechanisms.

III. Projects should have clear articulation of beneficiaries and intended changes toward the 2020 goal, and gender-sensitive indicators to measure progress against.

IV. Management of the portfolio of projects should be more adaptive, with increased capacity for both administration and knowledge management by the secretariat, Trust Fund Implementation Committee and Executive Board.

V. External financing should more strongly support south-south cooperation including regional experience sharing and joint activities between neighbouring countries.

VI. Projects should clearly articulate strategies to ensure that expertise developed during projects remains available afterwards and contributes to SMC at national level.

VII. Project follow-up should be enhanced, with a focus on project closure to ensure that the momentum developed in an 'enabling' phase is not lost.

VIII. More focus on generating country-specific evidence on health and environmental impacts of chemicals, in order to provide justification for improving SMC, and substitution of less hazardous alternatives to both agricultural and industrial chemicals.

1. Introduction

1. The Strategic Approach to International Chemicals Management (SAICM) is a policy framework to promote chemical safety around the world. A main driving force for the establishment was the recognition of the gaps between the capacities of different countries to manage chemicals safely. SAICM has as its overall objective the achievement of the **sound management of chemicals and hazardous wastes throughout their life cycle so that, by 2020, chemicals are produced and used in ways that minimize significant adverse impacts on human health and the environment**. This "2020 goal" was adopted by the World Summit on Sustainable Development in 2002 as part of the Johannesburg Plan of Implementation.

2. In its resolution I/4, the International Conference on Chemicals Management (ICCM) established the Quick Start Programme (QSP), which aims "*to support activities to enable initial capacity building and implementation in developing countries, least developed countries, small island developing States and countries with economies in transition*." The resolution also invites UNEP to establish a voluntary, time-limited trust fund to provide seed money to support the objective and strategic priorities of the QSP; and established two main oversight bodies for the QSP and the Trust Fund: the QSP Executive Board and the QSP Trust Fund Implementation Committee.

3. The objective of the QSP is to "support initial enabling capacity building and implementation activities in developing countries, least developed countries, small island developing States and countries with economies in transition."

4. The strategic priorities defined by the ICCM highlight that the QSP should mobilize resources for national priority initial enabling activities in keeping with the work areas set out in the strategic objectives of section IV of the Overarching Policy Strategy, in particular: Objective A - Risk reduction, B - Knowledge and information, C – Governance, D - Capacity building and technical cooperation, and E - Illegal international traffic

5. The Quick Start Programme Executive Board, at its 8th meeting, decided to carry out an impact evaluation of the QSP, which would use the results of the Mid-Term Review presented to the International Conference on Chemicals Management at its third session. The evaluation report will be presented by the Executive Board to the fourth session of the International Conference on Chemicals Management for its consideration.

2. Scope, Objective and Methods

6. The Impact Evaluation aims to make a broad and representative assessment of the impact of the Programme across the duration of QSP projects, as well as following their completion. Specifically, the evaluation addresses the objectives presented in the Impact Evaluation Terms of Reference (ToR, Annex 6.1):

- Assessment of how the QSP projects on the ground supported national priorities for the implementation of SAICM, and if the projects achieved their intended outcomes, or had other positive, negative or unexpected outcomes, with particular attention to sustainability of governance arrangements, financial resources, mainstreaming into national strategies and action plans, synergies with other in-country projects, and cooperation among diverse stakeholders, as well as synergies created as a result of projects.

- Identification of factors for success and failure, lessons learned from the application, project assessment and approval, project implementation, and final evaluation and reporting.
- Identification of opportunities of replication and scale-up of QSP seed money for consideration within broader chemicals and waste context of existing projects.
- Assessment of how the Mid-Term Review recommendations for QSP administration improvement have been implemented.
- Assessment of compliance with accountability requirements, notable in terms of reporting and deliverables.

7. The evaluation objectives and criteria are presented in the Evaluation Matrix in Annex 6.8. A Theory of Change was developed to provide the framework for the evaluation. The Theory of Change seeks to map out the predicted pathways by which the portfolio of projects realise the outcomes and impacts of the QSP. The overall evaluation approach is grounded in inclusivity and collaborative working with the SAICM Secretariat, the Executive Board, the Trust Fund Implementation Committee, and the stakeholders involved in the projects. The evaluation emphasises a formative approach that seeks to learn lessons from the experience of the QSP and provide guidance on ways to strengthen and build on the successes of the Programme as well as providing strategies for addressing its shortcomings.

2.1. QSP Trust Fund project portfolio

8. The Impact Evaluation assessed 158 projects funded by the QSP Trust Fund (as of October 2014 when the evaluation was commissioned)[1]. This set of projects provided the sampling frame for the selection of sub-sets of projects that were subject to detailed investigation during the different stages of the evaluation (as described in detail in the Methodology section following).

9. Please refer to Annex 6.4 and the Secretariat report to the 10th QSP Executive Board meeting[2] for a full description of our classification of projects based on the following criteria: rounds, regions, government/NGO, strategic priorities addressed, and Executing Agency. These criteria were used to select projects for detailed assessment through review of documentation, interviews with project coordinators and other stakeholders involved.

10. Table 1 below shows the donors and pledges to the QSP Trust Fund as of August 2015. The majority of resources were contributed by just nine donors, from Europe and the US (over 90% of all pledges); the secretariat notes that Target A of the QSP Business plan to expand the donor base (existing donors joined by at least 10 more donors) has not been achieved, with all contributors from 2013-2015 being previous donors. Additional funds were also provided by Sweden and the European Union to directly support the QSP administration in order for it to better perform its functions.

Table 1 List of Donors to the QSP Trust Fund

Donor	Total in USD
European Commission	10,995,774
Sweden	10,152,574
Norway	4,543,611
USA	2,830,000

[1] The QSP had funded 168 projects as at the time of the impact evaluation. However, 10 projects were suspended and are therefore excluded from the impact evaluation.

[2] SAICM (2015) Report of the secretariat on the status of the Quick Start Programme and its Trust Fund and implementation of the QSP Business Plan, SAICM/EB.10/3

France	1,801,752
Finland	1,682,458
Germany	1,627,077
Switzerland	1,373,430
Spain	1,042,098
Netherlands	696,057
Austria	602,596
Slovenia	461,839
United Kingdom	375,476
Australia	294,005
Republic of Korea	340,000
South Africa	250,000
India	100,000
Nigeria	100,000
Czech Republic	79,045
Belgium	64,498
Romania	13,605
Hungary	12,936
Madagascar	9,645
Pakistan	3,983
TOTAL in USD	**39,452,459**

2.2. QSP Non-Trust Fund projects

11. The Executive Board meetings consider non-Trust Fund contributions to the QSP from governments, non-government and intergovernmental organizations. These contributions represent a summary of the organizations' work programmes on chemicals management, which are beyond the scope of this consultancy to evaluate in detail. From 2006 to 2014, non-Trust Fund contributors have been reported from the Governments of: Canada, Japan, Switzerland, Sweden, the United Kingdom and the United States of America; Intergovernmental organizations: the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), the United Nations Industrial Development Organization (UNIDO), the United Nations Institute for Training and Research (UNITAR), the World Health Organization (WHO), and the Organisation for Economic Cooperation and Development (OECD). Additional non-governmental donors have been: Argentine Society of Doctors for the Environment (AAMMA), the BASF, the Dow Chemical Company (DOW), International Council of Chemical Associations (ICCA), the International POPs Elimination Network (IPEN), and the International Society of Doctors for the Environment (ISDE).

12. The following summary table, extracted from the Executive Board information documents[3] on non- Trust Fund contributions to the QSP, made available for each of the Executive Board meetings, gives an indication of the scale of non-Trust Fund contributions in order to indicate the context of the Trust Fund projects in relation to the wider efforts to achieve the QSP goals. Consolidated data available from 2009 onwards have been used in this analysis.[4] Summary data from the first four years is based on the QSP Mid Term Review report[5]. This table considers in-kind and cash contributions for which an estimated value is

[3] http://www.saicm.org/index.php?option=com_content&view=article&id=106&Itemid=501

[4] Consolidation of the individual forms submitted by stakeholders from 2006-2009 for individual financing and activities is beyond the scope of this consultancy

[5] Report of the Mid Term Review of the Quick Start Programme, SAICM 2012, SAICM/ICCM.3/INF/17

given in the relevant reports, but excludes the description of the related activity, and any activities for which no value is estimated. Contributions that are entered in the INF documents but with no estimated value (e.g. from ICCA and other donors) are not included in the table below.

13. The total non-Trust Fund contributions over the 6 years of available reports are $74,114,017, compared with a total of $39,452,459 allocated in Trust Fund projects. Table 2 also demonstrates the relatively limited number of contributors to the QSP non-Trust Fund, which has actually declined with time.

Table 2: Summary of QSP non-Trust Fund in-kind and cash contributions

Year	Declared Contribution	Number of Contributors
2006	US$23,912,500	**11**
2007	US$6,150,200	**9**
2008	US$14,313,000	**6**
2009	US$1,750,560	**6**
2010	US$16,192,986	**7**
2011	US$0	**4**
2012	US$514,500	**5**
2013	US$3,644,000	**4**
2014	US$5,022,032	**8**
2015	US$2,614,239	**4**
Total	**US$74,114,017**	

2.3. Evaluation stages and scope

14. The evaluation comprised five stages (Figure 1 below). The two consultants (Robert Nurick and Eloise Touni) developed the methodology based on the parameters presented in the ToR (Annex 6.1). Five regional consultants were contracted by the lead consultant to provide support for Stage 1 (review of proposals) and input into the design of Stage 3 and Stage 4, interview representatives both face-to-face and remotely, and to provide input and feedback on the draft report.

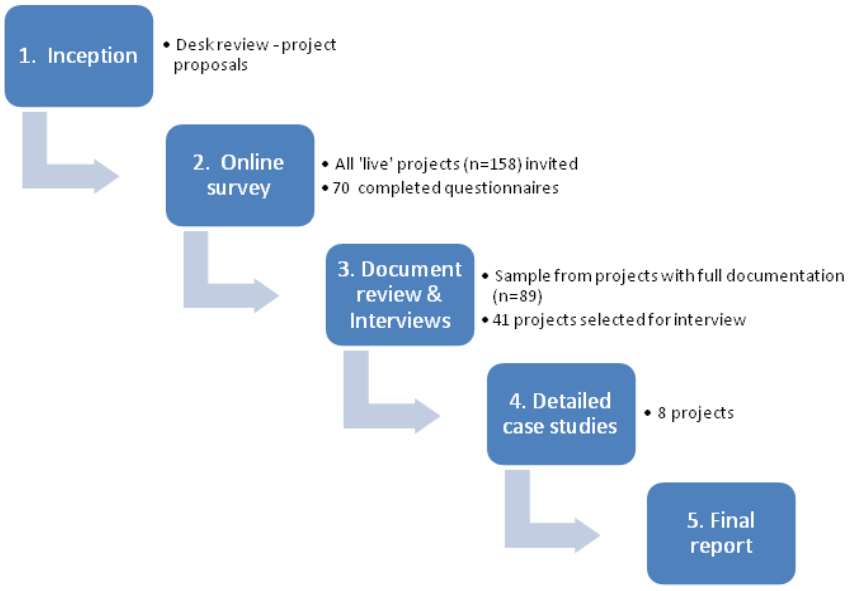


Figure 1 Stages of the Impact Evaluation

Stage 1 Desk Review

15. The funding application forms for the 158 'live' QSP projects were reviewed. The review resulted in the creation of a classification schema allowing each project to be classified according to a range of criteria (e.g. QSP strategic objective, geographical region, level and source of funding, executing agency, government or civil society, date of completion).[6] During review of project proposals, the evaluators developed a Theory of Change for each project – mapping out the pathways by which the project activities and outputs were predicted to achieve outcomes and impacts.

16. The individual project Theory of Change models were reviewed and grouped into categories of projects with similar Theories of Change. Each category comprised projects with very similar components/activities, objectives and pathways to impact (please refer to Annex 6.2). These categories allowed us to add a 'theme' criterion to the set of criteria used to group the projects. Five categories were defined:

    1. Capacity strengthening – including National Profile development (UNITAR) and Partnership Initiative (UNDP/UNEP) projects
    2. Globally Harmonized System of Classification and Labelling of Chemicals (GHS)
    3. Agricultural chemicals
    4. Chemical wastes
    5. Risk reduction

Stage 2 – online survey

17. The online survey was developed in English, translated into French and Spanish, and made available through survey monkey. Each language version was piloted by the SAICM Secretariat and corrections made. An email invitation to complete the survey was successfully sent to around 425 country stakeholders[7] between 26-30 May 2015, and a reminder sent on Friday 5 June. During the interview stage of the evaluation, those interviewees that had not received the online survey were sent the link and invited to complete the questionnaire. The survey remained open until 9 September. A total of 70 questionnaires were completed.[8]

18. Respondents completed questionnaires for projects across all regions (Figure 2). Given the relatively smaller number of QSP projects in Latin American and the Caribbean (LAC) region compared to Africa (AFR) and Asia-Pacific (ASP), these projects are over-represented in the survey sample. As expected, just over half of respondents were directly responsible for project delivery, mostly Project Coordinators, and Executing Agency representatives. A number of workshop participants, delivery partners (subcontractors) and consultants including monitoring and evaluation (M&E) consultants also responded.

[6] These criteria include those specified in the ToR: "sectoral and regional representativeness of the projects selected, the availability of preliminary or final project results, and coverage of the three QSP strategic priorities. The selection criteria will be further discussed with the secretariat. Likely factors will include, among others, priority given to projects implemented in LDCs and SIDS; cost-effective missions to visit as many projects as possible; and countries that have developed National Implementation Plans will be particularly considered" (p.3)

[7] The mailing list used was the QSPTF Project Contacts database supplied by the Secretariat

[8] The survey link was sent to the entire SAICM database and a total of 425 email addresses did not bounce back. It was not possible to identify how many of the 425 actually reached their intended addressee.

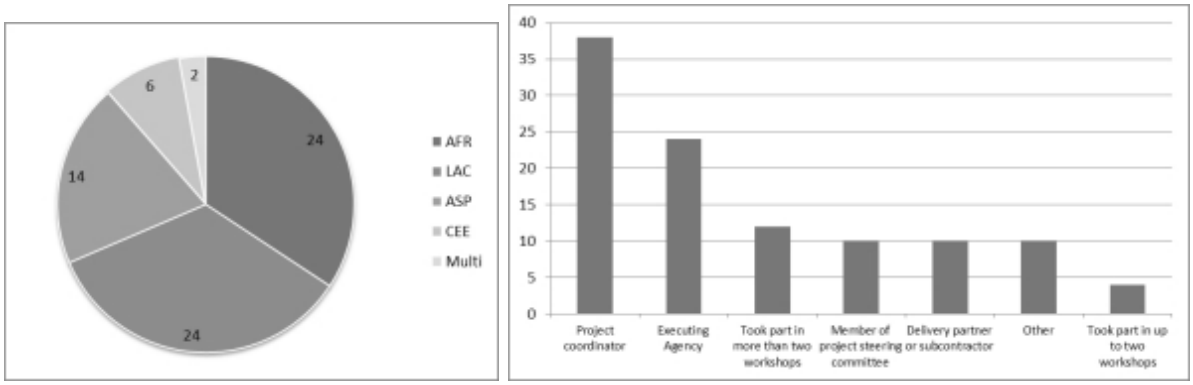


Figure 2: Online survey respondents by region and role

Stage 3- Interviews

19. All completed projects for which a full set of documentation was available, were drawn from the 158 projects reviewed as part of Stage 1.[9] Having a complete set of documents was deemed essential to build on the learning from the M&E work already completed, and enrich the discussions of impact. This impact evaluation goes beyond the end of project evaluation to reveal the impacts that have resulted from the completion of projects. Projects for which a final independent M&E report was not available could not be confirmed to have delivered on activities and outputs. Without such evidence, it would have been difficult to assess long term impacts without first having performed an end of project evaluation. This would have detracted attention from the impact assessment, and furthermore, would have entailed significant duplication of efforts with the existing independent M&E organisations.

20. From this sample of projects with full documentation (n=89), a subset of 41projects was selected for in depth interviews with key respondents from completed projects by telephone, skype and in person. The sample included most projects under Categories 2, 3, 4 and 5 (see paragraph 16 above); and a sample of the projects under Category 1(which comprised the bulk of the QSP projects selected under Stage 3: 54 of the 89, largely made up of the UNITAR-executed projects, aimed at developing a National Profile and establishing stakeholder coordinating mechanisms).

21. In addition to country respondents, this Stage also involved engagement with QSP stakeholders including the Executive Board, and Trust fund Implementation Committee members (through webinars, online surveys and interviews). Please refer to Annex 6.5 for a full list of people interviewed.

22. The ToR required the evaluation to assess the QSP projects against effectiveness, relevance, efficiency and sustainability criteria, in addition to assess the overall impact of the programme. These criteria were all assessed by the Evaluation Team during stages 3 based on the interviews and review of project documentation, and included in the interview write up template (see Annex 6.7). The aggregated rating table of all Stage 3 projects is provided in paragraph 51 below.

Stage 4 – Case Studies

23. Seven projects were selected for detailed case study in Kenya, Cambodia, Moldova, Uruguay and Brazil. The case studies were selected in order to further reveal the impacts of the projects as articulated in the Theory of Change. The full project documentation and deliverables were reviewed and a wider range of stakeholders engaged, through face-to-face interviews as well as telephone or skype interviews, by the regional consultant members of

[9] Full set of documentation were: project proposal, final narrative report and final independent M&E report

the Evaluation Team. The country case studies provided the opportunity to explore the longer-term impacts of the projects and the synergies that have resulted from multiple projects in specific countries.

24. The criteria for selection of projects for Stage 4 included:

- Complete set of documentation and included in Stage 3 engagement
- Countries that have had two or more projects
- Balance between regions and sectors
- Balance between QSP strategic priorities and OSP objectives
- Balance between the different categories of projects

2.4. Theory of Change

25. A theory of change model seeks to provide a dynamic and contextualized picture of the role of a programme in addressing challenges and opportunities. A visual representation of the theory of change model should be clear enough for all those involved in the programme to understand the model and have a shared sense of ownership. The process of developing a theory of change model is participatory and inclusive with stakeholders developing a shared understanding of the challenges the programme seeks to address and agreement in the pathways to achieve success. Figure 3 below provides an overview of the Theory of Change model developed for this evaluation.

26. Developing a theory of change involves addressing the following:

- Who are the beneficiaries of the QSP-funded projects and what are the challenges they face?
- The role of SAICM and other stakeholders in addressing these challenges
- What is the vision of the QSP?
- The pathways through which the vision will be realised

Who are the beneficiaries of the QSP-funded projects and what are the challenges they face?[10]

27. The beneficiaries are primarily the government agencies responsible for sound chemicals management. These agencies include the ministries/authorities/institutions of environment, agriculture, forestry, labour, and health. Further beneficiaries include private industry, organized labour and civil society including NGOs and consumer groups.

28. A major challenge facing government agencies responsible for chemicals management is the lack of information and comprehensive databases on chemical production, importation and use as we all as chemical waste production (e.g. see QSP projects ll.02.G; Xll.02.G;lX.27.G; lX.25.G; ll.11.G; X.19.G). This challenge prevents governments from being able to inform the public about potential risks from chemicals. This results in a lack of awareness among individuals, groups and organisations that use chemicals and dispose of chemicals in their work and at home. In some cases, technical information is simply missing; in others, weak coordination between the relevant agencies responsible for sound chemicals management means that existing data may not be shared or widely used to inform policy making and management strategies (lX.27.G; Vll.19.G).

29. Least Developed Countries (LDCs) and small island developing States (SIDS) are characterised by either a lack of, or weak, legislative frameworks (lX.07.G; lX.13.G; lX.06.C PAN); or a complex system of different elements, where responsibilities are not clearly defined, overlapping and/or are spread among different institutions (X.13.G; V.05.G; l.04.G);

[10] The information presented in this section is drawn from the review of the project proposals.

and in some cases, competing legal requirements and priorities. In combination with a lack of integration, coordination and cooperation between institutions (l.06.G), this lack of clear accountability results in gaps and duplication in efforts to promote compliance and enforcement (lX.04.G).

30. Government personnel lack the knowledge, skills and capacity to ensure that chemicals and chemical waste are managed appropriately (X.11.G; Vll.19.G). The lack of understanding of the links between chemicals, environment and health can mean that chemicals management is not prioritised by governments (l.07.G). Further, the systems, resources and capacity are lacking for effective monitoring and enforcement of legislation, where it exists (l.06.G).

31. Many countries that sought QSP funding are experiencing an increasing amount of industrial and toxic waste (Xlll.05.G) with neither the capacity nor the access to technology for waste recycling. Not only do countries have to deal with their own waste but also to deal with imported waste. Furthermore, there is an issue of illegal traffic in chemicals (X.11.G), including pesticides (Xll.05.N). Countries are hampered from managing these issues by a lack of effective classification and labelling of chemicals (Xll.07.G; lX.25.G).

32. The lack of effective classification and labelling also results in much greater risk from accidents and emergencies (lX.25.G; X.08.G) with little knowledge of the emergency services of the chemicals they have to deal with (Xll.07.G).

33. The widespread use of pesticides without adequate regulatory frameworks (lX.07.G; Xlll.04.N) results in exposure to pesticides being a significant issue for those in the agricultural sector. Some countries are experiencing a high level of, or increase in the use of obsolete and banned pesticides (X.07.G; Xlll.05.G). Children are particularly vulnerable to exposure to pesticides. Child labour in agriculture is widespread in developing countries, LDCs and SIDS (lX.07.C PROBICOU), and the lack of effective regulation of pesticides together with limited or no training in their use, nor protective equipment, means that agricultural workers including children, are exposed to extremely dangerous chemicals (lX.13.G).

34. Agricultural workers lack awareness and information on the hazards they face from handling chemicals and also lack capacity for appropriate handling, storage and disposal (lX.07.C PROBICOU; Xll.03.G) Typically, instructions and cautions on packaging are either in languages farmer workers do not understand, or they are illiterate. The storage of chemicals for agriculture in rural homes is widespread as is the reuse of chemical containers for other purposes (lX.06.C.PAN). There is also an absence of effective compliance monitoring and enforcement of pesticide legislation (Xll.03.G) including illegal traffic in pesticides (X.09.G).

35. Developing countries and countries with economies in transition also face significant health and environmental challenges from disposal of chemicals. Many urban areas have become contaminated with lead, mercury and other heavy metal waste as a result of the absence of regulations concerning appropriate recycling procedures (lX.23.G). Exposure to e-waste such as PCBs, PBBs and PBDEs also has significant health and environmental impacts.

36. More generally the institutional and legal framework governing the management of chemical waste is inadequate in many countries (V.05.G). This inadequacy includes a lack of national policy, legislation, data and human resources for inspections, monitoring and enforcement (lV.15.G). In general, LDCs and SIDS lack sufficient capacity to reduce the risk to human health and the environment from chemicals. In particular, they lack the capacity to deal with accidents and exposure to hazardous chemicals. There is a scarcity of poison information centres and specialised facilities to deal with cases of poisoning (Vll.11.G.M;

lV.12.G). Further, information on poisoning is not widely disseminated among medical personnel.

37. More generally, the number of qualified personnel with appropriate levels of understanding of basic science of risk management is limited (Vl.08.G), with a corresponding lack of capacity to respond to emergencies related to chemical accidents and poisoning (X.23.C).

38. Workers involved in the use of chemicals in production processes are also at risk from chemical exposure because of a lack of effective health and safety management in the workplace (X.10.G). The weaknesses in skills and capacity to minimise risk from chemicals is also an issue for workers using chemicals in production. This is not only the case for informal, unorganized labour such as in the case of small scale informal gold miners using mercury, but also in the case of organized labour where unions lack the skills and capacity to support and advocate on behalf of their members for employers to fulfil their responsibilities to ensure the appropriate use and safe handling of chemicals and wastes in the workplace (lll.11.C).

The role of SAICM and other stakeholders in addressing these challenges

39. SAICM is unique among international policy frameworks on chemical management in engaging all stakeholders as equal partners in the effort to accomplish the 2020 Goal. Nonetheless, national stakeholders including government, civil society and the private sector play a leading role in these efforts. As envisaged in the Overarching Policy Strategy (OPS), in paragraph 19 on financial considerations, initial capacity building activities for the implementation of SAICM objectives are supported by the QSP. In recognition of the challenges facing many developing countries and countries with economies in transition, the International Conference on Chemicals Management defined three Strategic Priorities that guide the projects funded through the QSP:

A. Development or updating of national chemicals profiles and identification of capacity needs for sound chemicals management.

B. Development and strengthening of national chemicals management institutions, plans, programmes and activities to implement the strategic approach, building on work conducted to implement international chemicals-related agreements and initiatives.

C. Undertaking analysis, interagency coordination and public participation activities directed at enabling the implementation of the strategic approach by mainstreaming the sound management of chemicals in national strategies and thereby informing development assistance co-operation priorities.

40. In addition to the financial and technical support provided by SAICM through its QSP, governments in developing countries and countries with economies in transition can decide to be supported by the specialized UN Agencies represented in the Inter-Organization Programme for the Sound Management of Chemicals (IOMC). Among these, UNITAR plays a major role, with other agencies including FAO, UNDP, UNEP and WHO having a relatively minor role. Other institutions whose contributions are reflected in non-Trust Fund activities include OECD, ICCA, and various bilateral donors including Sweden, Japan, Canada and the UK who have active programmes on chemical management issues.

What is the vision of the QSP?

41. The QSP portfolio of projects seeks to contribute to the overall goal of SAICM that is to achieve sound management of chemicals throughout their lifecycle so that by 2020 chemicals are used and produced in ways that lead to the minimization of significant adverse

effects on human health and the environment. This goal will be reached via the five OPS objectives - risk reduction, knowledge and information, governance, capacity building and technical cooperation, and illegal international traffic.

42. The QSP aims to build foundational capacity for implementation of SAICM, through its three Strategic Priorities listed above, and ensure an enabled environment for full implementation of SAICM.

The pathways through which the vision will be realised

43. The QSP Trust Fund funds a portfolio of projects across four regions. Collectively this portfolio is designed to meet the SAICM objectives and to contribute to the realization of the 2020 Goal. The individual projects funded under the QSP frequently relate to more than one strategic priority; and contribute to more than one of the OPS objectives. In order to permit a more explicit evaluation of the impacts of the projects, they were clustered into five categories. Each category contains projects with very similar theories of change; and each project has been assigned to just one category (please refer to Annex 6.2, Development of the Theory of Change, for full details of the process of developing the Theory of Change).

44. A distinctive characteristic of the portfolio of projects is its multi-sectoral approach to addressing the challenges facing developing countries, LDCs, SIDS and countries with economies in transition in the sound management of chemicals. The portfolio has drawn in not only relevant ministries – beyond that of the environment – but also civil society through trade unions, NGOs and other CSOs. Most of the civil society projects were directly executed by the applicant NGOs themselves.

45. Figure 3 illustrates the Theory of Change developed for the QSP by the evaluators. Going from left to right: All QSP projects were designed to address one or more of the Strategic Priorities. The review of the project proposals resulted in the identification of four groups of activities that were common across the portfolio of QSP projects. Typically, each project comprised activities that fell into two or more activity groups. The Theory of Change diagram depicts spurs associated with each activity group. These provide illustrative examples of the specific types of activities that fall within that group.

46. The review of proposals also led to the identification of three groups of outputs that resulted from the completion of the activities. Again, as with the activities, each project was designed to achieve one or more of the outputs groups. The spurs attached to each of the output groups provide examples of the types of outputs that fall within each group.

47. The final narrative report and M&E report produced for each completed project provided a statement and an independent assessment of the success of the project to complete all its stated activities and achieve the intended outputs. The focus of the impact evaluation was to assess the degree to which completed projects had led to the outcome of 'Strengthened capacity for SAICM implementation and mainstreaming'. The spurs highlight the types of project outcomes that would lead to strengthened capacity.

48. A further aim of the impact evaluation was to assess to what extent strengthened capacity for SAICM implementation contributes to the fulfilment of the Overarching Policy Strategy Objectives of risk reduction: knowledge and information; governance; capacity building and technical cooperation; reduction in illegal international traffic.

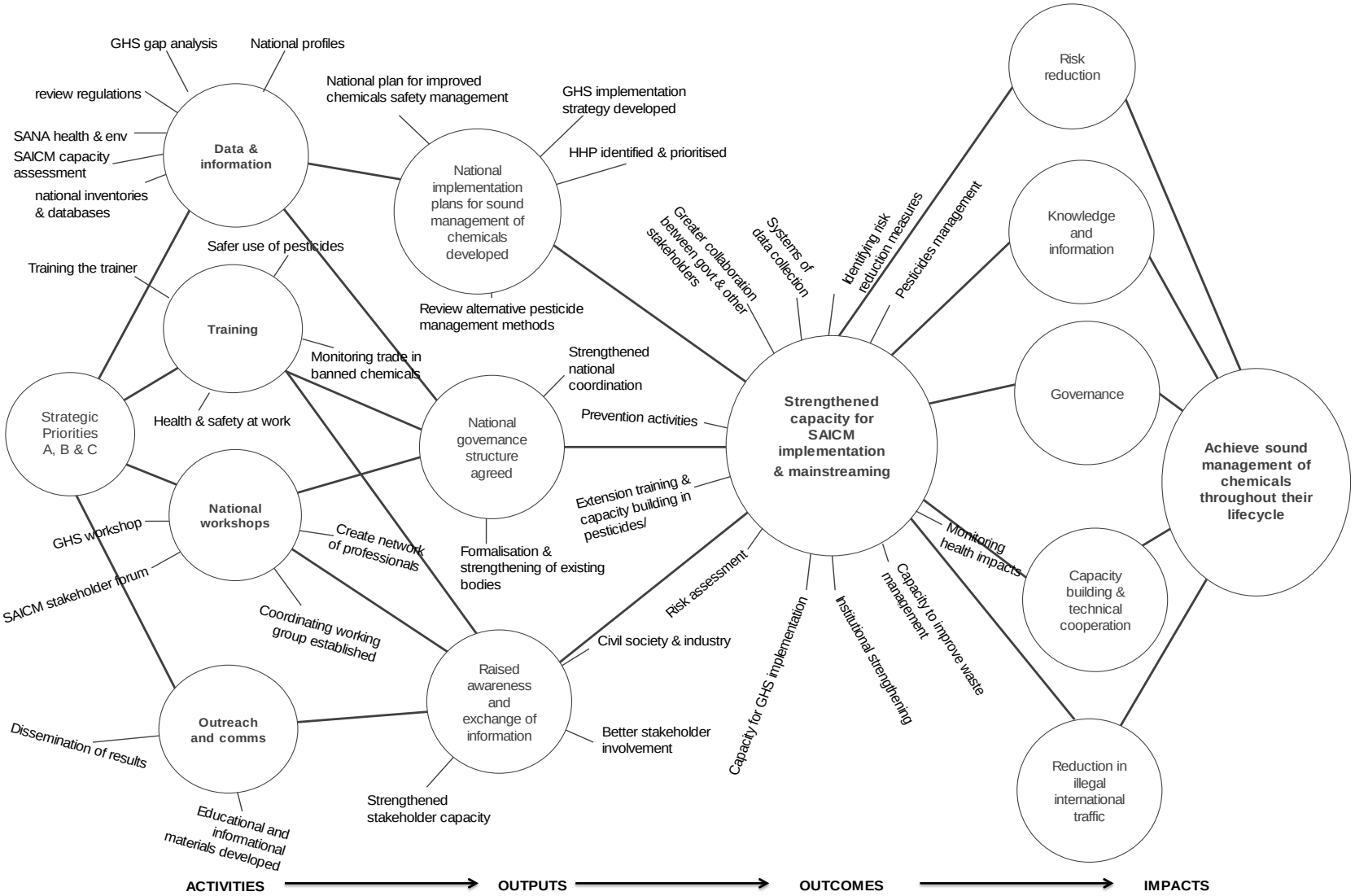


Figure 3 QSP Theory of Change

3. Project performance and impact

49. The following section presents the main findings of the evaluation stages as outlined above. The structure of the section follows the Theory of Change in Figure 3 above, starting with the activities and outputs, followed by a discussion of administrative issues, and proceeding to a discussion of the achievement of the outcome as described in Figure 3 "strengthened capacity for SAICM implementation and mainstreaming". Finally the lessons learnt and conclusions are presented in the light of the achievement of the wider SAICM outcomes, as they are expressed in the five Overarching Policy Strategy Objectives and the proposed 11 Basic Elements of the Overall Orientation and Guidance to meet the SAICM 2020 goal (OOG).

50. The QSP portfolio as a whole managed to achieve all three of the Strategic Priorities but with more success for Priorities A and B than for C. Strategic Priority A was strongly addressed, particularly in the Category 1 and 2 projects which comprise almost two thirds of the entire portfolio (see Annex 6.2; and section 3.1 for evidence of achievement of this priority). Evidence for achievement of Strategic Priorities B and C is provided in Section 3.3, particularly under the headings relating to information / data systems; technical capacity; and mainstreaming to national policy.

51. Overall the quality of projects was high, not only in delivering on their activities and outputs (as reflected in the positive M&E reports) but particularly in terms of the key outcome of 'strengthening capacity for SAICM implementation and mainstreaming'. Using the four criteria set forth in the Terms of Reference for the evaluation, the rating table below (Figure 4) aggregates the ratings by region for relevance, effectiveness, efficiency and sustainability (see Annex, Section 6.7 for further details). These criteria were used to rate the projects selected for Stage 3 (and Stage 4). There were few projects that scored 'Highly Unsatisfactory', while the great majority scored as either Satisfactory or Highly Satisfactory. Of the four criteria, sustainability drew relatively more 'Satisfactory' and 'Unsatisfactory' than the others. The reasons for this will be discussed in Section 3.3 below.

	Relevance	Effectiveness	Efficiency	Sustainability
AFR				
HS	10	12	5	7
S	6	2	9	5
U	0	2	2	3
HU	0	0	0	1
ASP				
HS	3	2	1	2
S	3	4	5	2
U	1	1	2	3
HU	1	1	0	1
CEE				
HS	7	3	6	4
S	1	5	2	4
U	0	0	0	0
HU	0	0	0	0
LAC				
HS	2	2	8	1
S	6	6	1	5
U	1	1	0	3
HU	0	0	0	0

Figure 4 Rating table of projects in Stage 3 by region [11]

Box 1: Types of QSP project deliverables developed

Baseline data collection (Strategic Priority A)
National Profiles
GHS Gap & Situation Analyses
Health & Environment Situation Analysis and Needs Assessment
Pattern and epidemiology of poisoning in 16 African countries (literature review)

National workshops and training
Citizens guide to enforcing the chemicals conventions
Community health monitoring
Facilitators guides and questionnaires
Farmer training modules on pesticide safety
Trade Unions and worker chemical safety materials

National implementation plans and roadmaps
Roadmap
National SAICM Policy
National SAICM Implementation Plan
Chemicals Accident Prevention Plan

3.1. Review of activities and outputs

52. The Theory of Change developed for the evaluation reflects four types of activities that were conducted under the QSP: gathering and consolidation of data on chemical management and chemical use; training; national workshops; and outreach and communications. Projects largely completed activities across all or most of these activity types with success, and a range of documents and deliverables were submitted to the Secretariat (see Box 1). While the review of the quality of these deliverables was beyond the scope of the evaluation, in many cases the guidance and templates used were developed by IOMC organizations following various processes of participatory development and peer review.

53. **Gathering and consolidation of baseline data**: This activity represents the portfolio contribution to Strategic Priority A, and includes the development of National Profiles (especially under the UNITAR-executed projects), and a number of baseline gap analyses or assessments including GHS Situation & Gap Analysis, Libreville Declaration Situation Analysis and Needs Assessment (SANA), reviews of alternative pest management approaches, and national inventories or databases for example

[11] Frequency of projects rated as Highly Satisfactory (HS), Satisfactory (S), Unsatisfactory (U) and Highly Unsatisfactory (HU) for each of the evaluation criteria

of wastes or imported or traded chemicals. In some cases these documents are publically available e.g. National Profiles via the relevant UNITAR website[12] or national level chemical management websites[13].

54. **End user training:** Training programmes were developed for a range of stakeholders including: trade unions; medical personnel; farmers and agricultural workers; customs officials and other government ministry officials. These programmes were designed specifically to transfer skills and capacity to trainees across a range of sectors including: health and safety at work; monitoring and prevention of trade in banned chemicals; safe use of agricultural pesticides. Train- the-trainer programmes figured prominently in this group of activities, aimed at the creation of a sustainable training programme that would be rolled out in-country.

55. **National workshops**: These workshops included national coordination committees or steering committees that were established or re-ignited by the projects; typically multi-stakeholder groupings including many government ministries as well as non-governmental organisations, private sector, and academia. This activity also includes themed workshops for example on GHS, chemical accident prevention, and chemical-specific (e.g. mercury, PCBs).

56. **Outreach and communications**: Almost all projects include elements of outreach and communications, although in most cases this was an ad-hoc activity rather than a coordinated effort based on a defined communication strategy. Most projects had national outreach, whereas there was more limited regional or global level outreach. A number of project coordinators identified areas where this activity could have been improved and more creative – e.g. with the use of cartoons (V.17.C East Africa); district level demonstration centres in addition to materials (IX.07.C Uganda), using the existing facilities in small villages (libraries, community centres) to reach the population from small rural communities (X.05.C.UAP Moldova) and greater use of interaction (call-in) through community radio (IX.06.C PAN West Africa).

57. Through successful completion of these activities, the QSP projects sought, and largely managed, to achieve one or more of the **three key outputs**: these were a) National Implementation Plan for SMC developed; b) National governance structure agreed; and c) raised awareness and exchange of information. The following sections present examples of how different projects achieved these outputs.

58. **National implementation plan for SMC developed**: Many of the projects produced some kind of national strategy or plan for follow-on implementation of SAICM. These included projects that developed National Implementation Plans; National Chemical Management Policies; roadmaps for GHS implementation; Libreville Declaration; integration of sound chemical management into national development plans; and development of national chemicals safety plans.

59. **National governance structure agreed**: Governance and institutional structures were developed as part of many of the QSP funded projects. Such structures included: establishment of National Committees for Chemicals Management; development of legal frameworks for chemicals management; and strengthening legislative and enforcement capacities.

60. **Raised awareness & exchange of information**: Of the three outputs identified in the theory of change, the greatest achievements were reported on raising awareness and

[12] http://www2.unitar.org/cwm/nphomepage/index.html accessed 1 September 2015

[13] For example, http://www.minpriroda.gov.by/ru/new_url_1670219329-ru/ Belarus National Environmental Strategy (includes chemicals management) accessed 8.09.2015; www.chemicals.al accessed 11.09.2015

exchange of information between stakeholders. Starting from a very low base, SAICM was established at a time when the sound management of chemicals (SMC) was not on the radar for many countries. This is evidenced by numerous respondent comments: "many stakeholders including in key ones such as government ministries seem not to have heard of SAICM", V.17.C EAF NGOs; "Inadequate knowledge to internal stakeholders on matters related to [Chemical Accident Prevention Plan] CAPP. Inadequate information on which stakeholders are dealing with CAPP" XI.12.G Tanzania. "Many of the stakeholders were not fully aware of what GHS was" X.18.G Jamaica.

61. The range of outputs under awareness and exchange of information included: raised capacity through training programmes on GHS, chemical accident prevention and hazardous waste management; information exchange between countries on chemical management; establishment of poisons information networks; strengthening capacity of civil society organisations, trade unions and workers to reduce risks from chemicals; development of the national Pollutant Release and Transfer Registers (PRTRs); consensus building and engagement between government and civil society; national and regional campaigns raising public awareness of chemicals. There was a major focus in many projects on awareness raising and building consensus – mostly among national experts and those involved in chemical management (rather than the wider public).

3.2. Project Design, Application and Administrative issues

62. The overall picture of the process of developing, submitting and securing funding for proposals was positive.

63. Several respondents reflected on the inclusive and participatory process of project formulation and design. For example in Morocco (V.09.G), the project development process was very participatory with Ministry of Health leading the project but involving both agriculture and environment in the development of the proposal – this level of involvement from the very beginning was considered a very different approach to other programmes. A civil society project in Nepal (X.23.C) also involved good collaboration between the NGO submitting the proposal and the government approval process. In both these examples the inclusive process reflected a common agenda with the different needs of the stakeholders involved being addressed in the projects.

64. However, there were some exceptions to this. In two regional projects with a focus on establishing poison information centres, respondents reflected that the projects were driven by external consultants with funds being managed and allocated externally (by-passing the relevant ministries).

65. Many respondents, from both government and CSO projects, highlighted the unique opportunity that the QSP funding stream provided to them (see Annex 6.3, Results of the online survey). They observed that there were no other such source of funds; the application process was straightforward, and importantly, the programme enabled them to get exposure and support from international chemicals experts through the executing agencies. Furthermore, applicants had a wide degree of latitude to focus on their own priorities and agendas, in contrast to other sources of funding that are narrowly focused on (e.g. for POPS).

66. As well as the extremely positive aspects of the design and application process, many projects experienced delays in implementation resulting in requests for extensions. There were several reasons given for the delays to project implementation, for example executing agencies failing to recognise the sensitivities between government departments when preparing proposals. In one case, much time was taken after project approval and funds allocated, in engaging with other ministries to bring them on board. Other delays

occurred because of the cumbersome and bureaucratic process of money disbursement from Ministry of Finance to the relevant line Ministry (e.g. Environment).

67. With a few notable exceptions (discussed in Section 3.3 below) gender was not adequately reflected in project design.

68. The results of the online survey questions relating to project design and delivery (see Figure 5 below) concur with the findings outlined above. The greatest agreement was on multi-stakeholders design and appropriateness of activities. By contrast, there was least agreement on project delivery according to planned timescales (with over 40% of respondents disagreeing with this) and inclusion of gender consideration in project design (one third disagree).

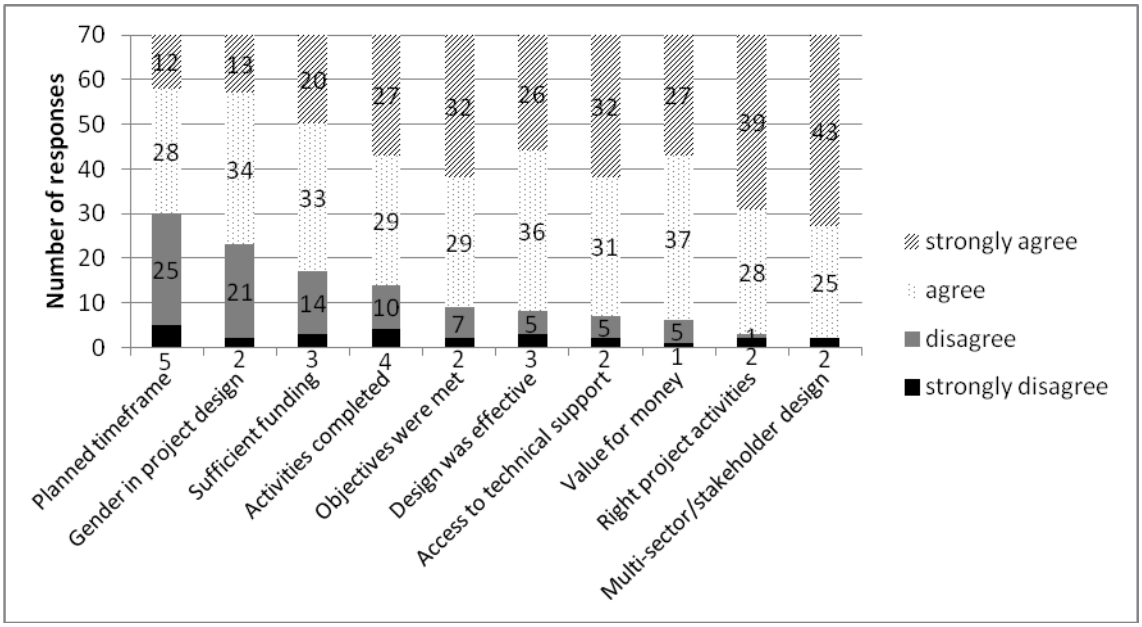


Figure 5 Level of agreement of survey respondents on aspects of project design and delivery

69. In regard to the secretariat and its overall administration of the QSP fund, the following observations can be made:

- The secretariat experienced in the early days a lack of staff capacity and lack of technical equipment. Initially, proposals and reports were not logged into computers but paper copies only.
- There was a reliance on consultants resulting in high turnover and loss of institutional memory.
- High staff turnover in some cases resulted in delays in the project application process with project coordinators reporting that they were required to start the process from scratch with changing staff within the secretariat.
- Over the years (up to 2014) a significant backlog of projects to be closed accumulated.
- In response to the mid-term review the budget for staff increased, resulting in an increase of staff capacity in the secretariat from 1.5 full time employees (FTE) to 2 FTE, together with a shift in reliance on consultants to staff positions.

70. In 2014 with the advent of a new Coordinator, and recruitment of a P3 Programme Office (Aug 2013) and P2 Associate Programme Officer (Feb 2015) within the secretariat, there have been positive changes in management and administration. Specifically, the backlog of closure of projects is well underway and reducing; project extensions and new agreements have been signed; and the role and relationship between the secretariat and project coordinators has changed with the secretariat taking on more of a supportive role,

with less formal interaction than before, over skype/ telephone. The role has shifted to being a supportive partner, rather than playing the role of auditor, sharing and giving feedback on drafts.

71. Nevertheless some issues remain:

- There remain capacity constraints within UNEP which is providing administrative support to the SAICM secretariat and the QSP. There is one administrative officer for the Chemicals and Waste Branch in Geneva of which SAICM is only one part of its portfolio. The officer is responsible for sign off of funding agreements, budgets, processing of payments, and verification of expenditure reports and audits to enable the closure of projects. Most recently the move to a new financial system in the UN Secretariat (UMOJA) has posed additional challenges in providing administrative support.
- Some projects have not received their final tranche of money despite all deliverables being submitted.
- Other projects have yet to submit final deliverables despite the project completion some time ago.
- UN Executing Agencies receive all monies on signing of contracts reducing the incentive to complete final sets of deliverables to bring closure to the projects. For some that are awaiting closure by the UN Executing Agencies, the time from completion to now is measured in years.

72. Monitoring and evaluation reporting plays a very important role in assessing the performance of projects. Such reporting is required to be undertaken by independent experts. However, for some projects the M&E reporting has been conducted in house by organisations linked to or part of the recipient of the funds.

73. Knowledge management: a very important number of excellent publications were developed through the QSP projects, including: National Profiles, literature review of poisoning in Africa, inventories of POPs and stockpiles, training modules and awareness raising materials. This data is not readily available from the QSP website, or through other media and formats, although it may be available from partner websites in a dispersed manner.

74. The institutional arrangements for the operation of the QSP are set out in ICCM Resolution I/4 and provide the roles of the Strategic Approach Secretariat, Trust Fund Implementing Committee (TFIC) and Executive Board (EB). An evaluation of the administration of the trust fund will be carried out at the end of the QSP, and goes beyond the scope of the current evaluation which focused on identifying impact of the projects themselves. Some gaps identified by the current evaluation may be of relevance for the future evaluation: the role of the TFIC in approving proposals (including focus on gender and sustainability, adequacy of M&E and indicators to measure progress); the lack of clearly assigned responsibility between secretariat, TFIC, and EB in supporting the development of proposals and the approval of proposals, knowledge management and adaptive management of the QSP portfolio.

3.3. Achievement of our outcome

75. The key outcome for the QSP as expressed in the Theory of Change that was developed for the evaluation is **"Strengthened capacity for SAICM implementation and mainstreaming".** Leading into this overall outcome statement are a number of 'spurs' that describe the various components of 'strengthened capacity' including greater collaboration between stakeholders and governments; systems of data collection; prevention activities; identifying risk reduction measures; institutional strengthening; and various others (see Section 2.4). The following section presents evidence of achievement of each of these spurs, grouped into thematic groups for ease of reference.

76. The results of the online survey confirm that stakeholders overwhelmingly agree with the success of the projects in ensuring different stakeholders work together, and the strengthening of technical capacity. However, fewer respondents agreed that the projects enabled countries to leverage further resources; or that the coordination body continues to meet after the project completion.

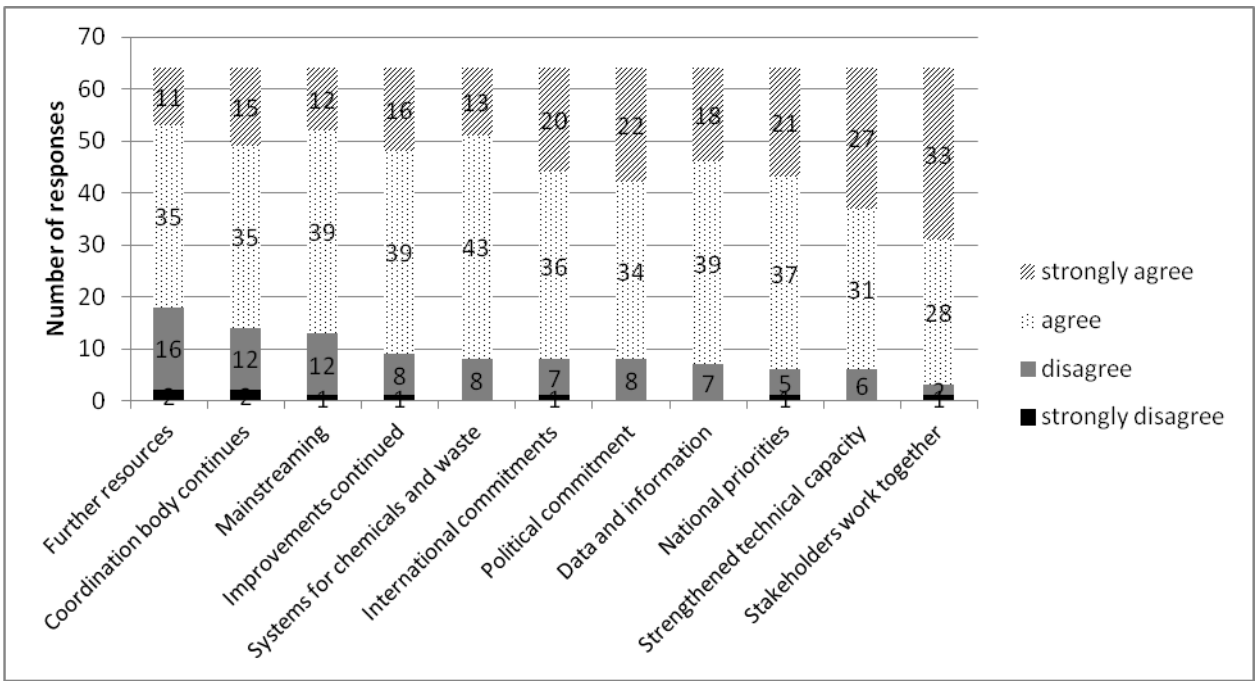


Figure 6 Level of agreement of survey respondents on aspects of project impacts

Awareness and stakeholder cooperation

77. A significant result reported by the majority of stakeholders and projects was a step change in communication, coordination, trust and understanding of chemical management issues by diverse stakeholders, contributing to Strategic Priority B on strengthening of national chemical management institutions. This has been brought about by changes at two levels: first of all, formalization and continuation of coordination and governance structures that were established by the projects; and secondly, a less tangible but equally important shift in perceptions and trust between stakeholders.

78. Permanent coordination mechanisms have evolved from arrangements established by many projects. In Rwanda (VII.07.M), a national committee existed since 2002 but was not functioning; the QSP project managed to 're-activate' this committee and indeed reported very active members with a number of concrete results including coordinated and successful funding applications and passing of new laws (see following sections). In addition, the National Coordinating Committee still exists and meets regularly, as well as a technical level SAICM working group. In Kyrgyzstan (II.13.G) a joint commission on chemical management has been established with members from key agencies. In Peru (III.07.G) the National Committee is still active and coordinating new projects on the Rotterdam Convention and GHS, which includes good participation by industry. In Brazil (lll.11.C.SLAB) CONSAQ (national committee on chemicals safety) was reactivated because of the project and remains very active. Its members are drawn from government, industry and trade unions.

79. In other cases, project structures were developed into permanent, legally mandated structures – in Tanzania (XI.12.G), the CAPP Task Force became the 'Emergency Response Committee'; in Moldova (II.16.G), the Ministry of Environment established the 'Environmental Pollution Prevention Office' with responsibility for implementation of the National Chemical Management Policy/ SAICM Implementation Plan; in Rwanda (VII.07.M) a

new 'Environmental regulation and pollution control' department was established in the national environmental management authority. In Mali, the chemical accident prevention project (VI.07.M) established inspection of hazardous installations in the Ministry of Environment. A key function of such committees that continue to meet, such as the Kyrgyzstan Inter-ministerial Coordination Committee, the Rwanda National Coordinating Committee, and others, is to support other national projects in the chemicals and waste theme.

80. However, the view expressed by one end-of-project independent evaluator "*participation of a variety of stakeholders in this project is another feat worth commending as this will mainstream SMC in respective individuals and institutions. The cooperation and coordination of sound management of chemicals issues will now be easy*"' (V.06.G.LIB) may be optimistic. In a number of countries, committees that met regularly during the QSP have failed to maintain their momentum – for example, in Barbados the National Chemicals Management Committee was legally established but has yet to meet. The second area where projects reported important changes, were in perceptions of chemical risks; improved confidence in the capacity and mandate of government institutions to regulate chemicals; and in trust between diverse stakeholders. Given the complexity and diversity of emerging international environmental law, these less tangible results are an important gain that may have 'ripple' effects beyond the area of chemical management.

81. Almost all projects reported improved awareness of the hazards of chemicals and importance of SMC among those responsible for chemical management, at all levels including decision makers in government environment and finance ministries. In Congo (VIII.04), the project coordinator had to "*fight to prove the problems, to have a national conversation. There is a whole system to convince*" – this sentiment was commonly reflected, e.g. in Morocco (V.09.G) *"We had to communicate a lot – write a lot – every time there was a change [in personnel]*". Evidence of high level political support include high level support at national level, such as attendance and speeches by two ministers and one secretary general in Sudan (III.08.G),the public and mediatized commitments made in Senegal to prevention of chemical accidents (VI.07.M), and the press conference of the Ministry of Environment in Moldova as a start of the Chemical Safety week (X.05.C.UAP). Increased prominence of the country at the international level was another example of this high level political commitment, including participation in international meetings at a higher-level (e.g. Senegal will be represented at ICCM4 by a minister, not a deputy as before), and more substantively (e.g. Kenya elected president for ICCM4).

82. The issue of changes in high level decision makers - ministers and deputies, as well as heads of division – was frequently made (e.g. Georgia IV.08). In Chile (lll.11.C.SLAB) the change of government in 2010 and associated change in government relationship with unions hampered the work of trade unions regarding chemicals safety after the project ended. In Morocco, the administrative/bureaucratic delays meant that the project had to advance funds from other budget lines. These kinds of risks for managers and decision makers require full support which, combined with personnel changes, can be difficult and time-consuming to achieve. Two key strategies were adopted to help projects overcome these problems. The role of committees in supporting 'new' members and allowing projects to proceed effectively can be added to their value in ensuring involvement of all relevant stakeholders. Secondly, projects referred to the need for evidence to justify the projects (from application throughout delivery stages); the role of NGOs can provide elements to 'make the case' – e.g. in Tanzania (V.17.C), to justify a new Minamata project, and to explain the importance of SMC; in Kenya (III.04), bringing to light important risks/ issues: and in Kyrgyzstan advocating and further implementing the GHS.

83. Non-government respondents report many examples of improvements in cooperation with government, based on enhanced trust between government, civil society, and the private sector. This often involves intangible types of cooperation – creating

'dialogue spaces' to promote inter-sectorial participation (III.10.C AAMMA). In Kyrgyzstan (II.13.G), the multi-stakeholder process was as important as the publication of the National Profile, as government structures gained understanding of civil society; while civil society gained capacity and knowledge on chemical management issues. The importance of establishing early, effective coordination mechanisms between government and civil society was emphasized (VIII.02.C Georgia), while in Kenya, elections and governmental changes were identified as one factor for a previous application being rejected. Examples also include Uganda (IX.07.C), where the project triggered cooperation between civil society, government and UNDP, resulting in a greater profile of the civil society organisation (CSO) and participation in international workshops (Geneva and Nairobi).

Industry involvement

84. Industry involvement was common, if not universal, in project coordination and delivery. It was characterized by a wide range of 'private sector' entities including chemical industry, chemical users, standards organizations and others. Most projects had some representation of industry in the national committees, with greater or lesser contributions, for example Peru and Albania mention strong partnership and involvement.

85. An important contribution from industry stakeholders was in provision of information – mainly on chemical use**.** In development of National Profiles, information and data was provided on chemical trade in the country – see the subsection on information / data systems below. A few projects to develop Pollutant Release and Transfer Registers (PRTRs) also successfully gathered data from specific industries (e.g. cement sector in Georgia, IV.08.G). In Cambodia (Vlll.03.G.M) Electricité du Cambodge (EDC) has played an important role on the national coordination committee in phasing out transformers containing PCBs.

86. More substantive involvement of industry (chemical producers/ importers/ users) was achieved by projects with industry-relevant themes: GHS projects involved importers; while the Chemical Accident Prevention Plan (CAPP) projects involved users of chemicals. A CSO-led trade union project in LAC raised awareness of chemical exposures and the obligations of employers to protect workers. Private sector partners largely benefited from these projects, mainly by participating in training and other workshops. The CAPP project in Senegal (VI.07.M) involved companies in accident prevention training for which they would otherwise have to pay to send employees abroad. Training in Kyrgyzstan UNDP/UNEP mainstreaming project (VI.04) on economic analysis of chemicals helped stakeholders appreciate business aspects of chemical management. In most cases, the net result was more about improved collaboration or relationships, than changes in practices by industry.

87. In Nepal (X.23.C.LED) the introduction of regulations banning lead in paint (as a result of the QSP project) has resulted in private sector laboratories being set up to meet the demand from the paint industry to get their paint tested for lead concentrations.

88. Trade unions and workers leaders were targeted by some of the projects, including in Uganda, Brazil, Chile, (VII.11.C), and to a more limited extent in Kenya (III.04.G), where the informal waste sector representative was invited to participate. However in order to move beyond a superficial involvement (e.g. in workshops or meetings), projects that have end-user engagement and involvement have to be developed, recognizing the particular challenges and ways of working that are needed for this, very different, type of project beneficiary.

Box 2: Gender achievements of QSP projects

Uganda (IX.07.C): NGO Gender Officer oversaw mainstreaming. The project developed a survey of dangerous practices including children's and women's use and exposure in tea and coffee plantations. A Policy Brief was developed for the Minister of Gender, Labour and Social Development on "Inventory Of Dangerous Chemicals, Processes And End Point Discharges"

Nepal (X.23.C.LED): The introduction of new regulations to phase out lead-based paint will have significant positive impacts on both women and children. Temporary workers in the paint manufacturing industry are predominately women from poorer socio-economic groups, whose role is to package paint in tins. They have no protective clothing, wear the same clothes that they wear at home, eat lunch at work,, resulting in high exposure to lead concentrations. The implementation of the new regulations will address this hazard. Similarly, women and children of all socio-economic groups are disproportionately exposed to lead contaminated dust in the home. The eradication of lead based paint will have a significant impact on these vulnerable groups

Argentina (III.10.C): The project was oriented toward providing advice on chemical safety to mothers and (indirectly) their children

Rwanda (VII.07.G): In the northern and western agricultural regions of the country, women are estimated to be responsible for around 80% of pesticide application (confounding the common perception that this is 'man's work'). The farmer training (VII.07.M) explicitly targeted pesticide users, and was overwhelmingly attended by women.

Gender achievements

89. In relation to the involvement of women and vulnerable groups, UNDP's guidance on Chemicals and Gender[14] recommends two overarching interventions to guide gender mainstreaming in chemical management:

- Raise awareness of the linkages between chemical exposures, the effects on human health and the environment, and gender differences in risks and impact
- Promote a multi-stakeholder approach to ensure the participation of women and vulnerable populations in policy development and decision-making processes.

90. Addressing the first of these, very few projects explicitly considered the impact of chemical management on women and vulnerable groups, and included these considerations in their outputs. The National Profile guidance (re-issued in 2012, partly as a result of experience gained in QSP projects), fails to mention 'gender', and refers to women only in the context of stakeholder groups to include; and the % of women in the workforce; it does not provide guidance on examining gender differences in risks and impact as the UNDP guidance suggests. As a result, a number of National Profiles do not adequately consider gender in their analysis.

[14] UNDP 2011, Gender Mainstreaming Guidance Series : Chemicals and gender

91. CSO and agriculture-focused QSP projects stood out in explicitly addressing gender differences in chemical exposures**,** e.g. a project in Kenya which included advocacy for the domestic rural energy sector (firewood) which affects women and children (III.04.G); training of farmers in the north and western regions of Rwanda, which recognized the prevalence of women's roles in applying pesticides and included mostly women; and the PAN Africa project which explicitly provided for women to form part of village monitoring teams (see Box 2). In Uganda monitoring revealed that "*Children are directly involved in rice planting, chasing and scaring birds in rice plantations, and mixing and spraying chemicals. Children are involved in spraying pesticides onto coffee plants, harvesting coffee beans and washing the Arabica coffee beans. Children are also involved in all stages of tobacco production at the rural environment including spraying the crop. Children of workers living in work camps in plantation estates are exposed to pesticide when a drift wind blows sprayed pesticide into their living environment. Children are directly exposed when housing where they live in the work camps are sprayed to eliminate household pests and vectors (lice, bed bugs, mosquitoes). Children walking from school through sugar cane plantations chew sugar canes which sometimes have been sprayed with pesticides thereby obtaining an oral dose of the pesticide*." [15] Few projects focused on non-chemical alternatives to pesticide use. In Thailand (V.14.G) follow up work involved outreach and training of farmers (of which many were female) in organic rice cultivation.

92. On the second of the UNDP interventions, and as also provided for under OPS Objective C paragraphs g and h[16], the multi-stakeholder approach actively adopted by QSP projects did not explicitly and proactively ensure the participation of women. In practice, professional women are reported to make up significant proportions of many coordinating and project steering committees, and contributed to the management and delivery of projects. However, this involvement is not systematically documented and reported; nor is there widespread evidence of active targeting of other women, including from communities or marginalized groups for participation in project or national governance structures. At the Secretariat, Executive Board, and Focal Point level, gender is well balanced, although not explicitly reported (as is the case, for example, for the Basel, Rotterdam and Stockholm Secretariat[17]).

93. Respondents to the online survey also reported far lower levels of agreement with the statement that "Gender considerations were taken into account in project design".

Finance for follow-up initiatives

94. The SAICM Health Sector Strategy[18] expresses one outcome of stakeholder engagement as joint programmes and joint access to financial resources. Problems in engagement "*appear to stem from a lack of a common language, appreciation of mutual gains and shared ownership of priority issues in sound chemicals management*". The increased collaboration described above was a significant factor in achievement of concrete institutional changes that resulted from the QSP projects. These include improvements in legal frameworks, and successful fund-raising efforts to continue and further develop outcomes from the QSP projects, as described in the following sub-sections.

[15] Pro-Biodiversity Conservationists in Uganda (PROBICOU) undated: Inventory of Dangerous Chemicals, processes and end point discharges.

[16] G: to promote and support meaningful and active participation by all sectors of civil society, particularly women, workers and indigenous communities, in regulatory and other decision-making processes that related to chemical safety; H: to ensure equal participation of women in decision-making on chemicals policy and management

[17] http://synergies.pops.int/ManagementReports/Gender/BRSGenderActionPlan/tabid/3652/language/en-US/Default.aspx

[18] SAICM/ICCM.4/Bureau.1/INF/5

95. Externally-funded projects were developed by many projects based on action plans or recommendations of QSP projects; some examples are mentioned in Table 3 below. These examples show that the relatively small QSP funds can be effective in accessing funds that are available at an international level, through the ongoing development of a financial governance structure for sound management of chemicals and waste based on the 'integrated approach' ("*mainstreaming, industry involvement and dedicated external finance*") adopted by the United Nations Environment Assembly[19]. These include a Special Programme to support institutional strengthening at the national level for implementation of the Basel, Rotterdam and Stockholm Conventions, the Minamata convention and the Strategic Approach to International Chemicals Management (SAICM), the trust funds of the three legally binding conventions and the multilateral fund of the Montreal Protocol, and the Global Environment Facility (GEF) focal area on chemicals and waste (including SAICM). Many respondents felt that most of the alternative sources of funds were limited in scope (e.g. exclusively for POPs, mercury, particular sectors or waste streams) and that the QSP was unique in providing funds for diverse and cross-cutting chemical management activities that are not eligible under other funding mechanisms.

Table 3 Examples of countries where externally funded, follow up projects were implemented

Country / Project	Follow on project – theme/ Donor
Peru (III.07.G)	Innovative chemicals solutions; lead contamination/ UN Industrial Development Organization (UNIDO)
Argentina (lll.10.C.AAMMA)	The Association of Argentinian Doctors for the Environment (AAMMA) has been invited to participate in a UNDP/GEF project on the identification of regional technologies and capacities for chemicals (mercury) management
Rwanda (VII.07.G)	medical waste incinerators; customs and import control; agriculture and pesticide control; UNDP/Global Environment Facility (GEF) project on PCBs
Senegal (VI.07.M)	8 country project on chemical, nuclear and biological risks, creating a centre of excellence in Senegal based on mapping of risks and situational analysis completed in the QSP project/ European Commission (EC)
Uganda (IX.07.C)	Continuation of some awareness raising activities/ WWF
Kenya (V.17.C)	e-waste, further SAICM implementation /GEF, Japan International Cooperation Agency (JICA), Swedish Chemical Agency (Kemi)
Nepal (X.23.C.LED)	NGO implementing the project has now been invited to participate in WHO funded project through Ministry of Health for five year research study investigating lead concentrations in blood of children
Moldova (II.16.G)	2nd agriculture QSP project

96. Enhanced trust also led in some instances to joint implementation – for example in Rwanda (VII.07.M) where NGOs delivered training to farmers on pesticide risks; and in Georgia (IV.08.G) where an NGO (CENN) was contracted by the Ministry of Environment to deliver a PRTR project. Conversely, once the QSP-funded project had been completed, the NGO had gained experience and capacity, and had adopted chemical management, and in particular the issue of PRTR, in its strategic plan and had continued to conduct advocacy activities even in the absence of a funded project. Another example of a government applicant contracting a partner to implement the project was in Tanzania (XI.12.G), where the University of Dar es Salaam was the Technical Delivery Partner for a project on chemical accident prevention. The university was not however involved in the project formulation and inception so had limited scope to modify the project approach. In Kenya, the complementary roles of civil society and government in bringing to light and acting to enforce regulations were highlighted (III.04.G), and the project helped demonstrate how NGOs and government have a more amicable non-confrontational relationship. In Uruguay (lll.10.C.AAMMA) trade unions and government institutions worked effectively together in the project's implementation. In Brazil (lll.11.C.SLAB) Fundacentro (government institution) worked

[19] Please refer to Resolution 1/5 on Chemicals and waste of the first session of the United Nations Environment Assembly in June 2014, available at http://www.unep.org/unea/UNEA_Resolutions.asp.

closely with Sustainlabour (CSO implementing organisation) and trade unions. In Morocco (V.09.G) joint development of the project was evident from the very early stages (see Section 2.3). Following a CSO project in East Africa (V.17.C), Tanzanian NGOs are invited as trainers for government projects e.g. on Best Available Technologies / Best Environmental Practices (BAT/BEP) or Minamata Convention, marking a more substantive cooperation beyond an invitation to participate in workshops or training, as was previously the case.

97. Raised awareness did not always lead to follow up and implementation of changes in chemical management and regulation. A number of practical barriers were evoked to explain the lack of progress. For example, the GHS awareness raising in Congo (VIII.04.G) did introduce the system, and gain acceptance by stakeholders – the GHS strategy was developed by a national team, and did reflect the national realities. However, implementation of the strategy did not occur after the project, with certain key gaps identified including the lack of a mechanism to monitor and execute it in practice; the fact that the strategy was not integrated into the national chemicals policy or legislation, which would be needed to enforce it, and the need for more detailed knowledge by customs authorities and importing companies both to accept the system and to be able to fully comply with its requirements. In Costa Rica (VI.02.G.COS) barriers that prevented different ministries sharing information meant that the national information system for chemical management was not implemented. Similarly, in Cambodia (ll.04.G.KHM) the lack of cooperation between ministries prevented plans from being implemented. In Peru (lll.07.G.PER) changes in roles and responsibilities between the Ministry of Health and Ministry of Environment have delayed the formalisation of the national strategy on chemicals management.

98. In few countries, projects were followed up through resources allocated from national budgets / resources. In Rwanda (VII.07.M) central government funds a department for environmental education which continues to use the materials developed by the project. In Latin America and Uganda (VII.11.C), trade unions continue to provide support for follow on risk reduction measures, as this issue has become a key part of their mandate. In Senegal (VI.07.M) there has been a commitment to increase support for the National Commission which includes the chemical management coordination function. Another form of national support is the establishment and functioning of new departments created in Ministries of Environment, such as the Environmental Pollution Prevention Office in Moldova (II.16.G), tasked with raising funds for implementing the project action plan. In Nepal (X.23.C.LED) the government has established a Chemical Safety Officer post with government funds, and a follow up project addressing the issue of the sale of toxic toys has been initiated. Some examples of the development and introduction of economic instruments to promote industry participation in financing for chemical management were reported, but only in a very small minority of countries. Kenya's Treasury and Customs departments are now working together and any imported products with chemicals on the banned list are taxed higher while those on the suggested alternatives pay less duty; while in Kyrgyzstan the Ministry of Economy introduced the licensing of chemicals into their processes (II.13.G.KGZ).

Information/ data systems

99. Many projects gathered baseline data on legislation and institutional arrangements for chemical management (National Profiles); capacity gaps (SAICM Capacity Assessments, later integrated into National Profiles); GHS and labelling practice; Health & Environment reviews, among others (see Box 1 in section 3.1 Review of activities and outputs). In many countries, the time and effort to compile this from an array of sources, was greatly underestimated and led to implementation delays. In some (but not all) projects, a lack of national experts/ consultants was reported as a key barrier.

100. While data collection was very common - only 11% of survey respondents disagreed that their project had generated data and information - monitoring of health and environmental impacts of chemicals was much more limited, and reported by only eight interview respondents representing four projects, all in Africa (see 11 Elements section below). Examples include a literature review of the pattern and epidemiology of chemical poisoning, as well as of health financing and cross-border initiatives relating to poison centres in 16 African countries, (X.04.G Zambia); community-based monitoring of health impacts in Mali and Senegal (VI.07.M); advocacy on indoor air quality in Kenya (III.04); and investigation of child exposure to pesticides in Ugandan plantations (IX.07.C). The information from the survey and the inventory was utilized by stakeholders to develop district profiles and national profiles on children involvement in the use of hazardous materials as well as to inform policy. The data collected is now a basis for the development of a sound information base on toxic chemicals used in agriculture to be used to raise awareness countrywide (IX.07.C).

> *"Statistics are a disaster. Especially regarding workers, so you can't calculate all the health costs of unsound chemicals management. Without statistics to support national plans we won't advance"*
>
> Uruguay/Chile/Brazil (Sustainlabour) III.11.C

101. Many countries highlight the importance of evidence in convincing policy makers / users to support SMC, and underline the need for multi-sectoral approaches to develop and use evidence, particularly on health impacts of chemicals. Examples include working with health sector researchers to generate evidence on the links between chemical management and conditions such as cancer, respiratory infections, and working with civil society to help disseminate such evidence at the grassroots level and to advocate at policy level (V.17.C). In Moldova (X.05.C) an information campaign on heavy metals in fish was initially negatively viewed by businessmen concerned for their business but presentation of laboratory analyses of fish convinced them of the risk to health and gained their support for the campaign.

102. The data and information gathered during the majority of QSP projects has been used to draw attention and build the case for strengthening 'plans, programmes and activities' (Strategic Priority B), however the projects largely did not manage to establish systems for limited but regular ongoing data collection (as opposed to one-off, major efforts such as those involved in National Profiles). Evidence of success in establishing sustainable data gathering mechanisms that are regularly/ automatically updated was limited, and practically non-existent. As an example, National Profiles since 1998 have all been funded through external projects, in many cases twice or more. In Georgia (IV.08.G) the PRTR project was initially viewed with scepticism with key stakeholders questioning the relevance and realism of implementing such a system in the country. The project focused more on describing and explaining the need for the system; data was collected in a pilot fashion for the cement industry, but the system has yet to be formally established by the Ministry of Environment. In Moldova (IX.11.G) a format was set up for a chemical registry, which however still needs a legal process to ensure sustainability of data collection. National policies relating to information confidentiality between ministries are also hampering full establishment of a National Information System for the Integrated Chemical Substance Management in Costa Rica (VI.02.G). SIDS have particular challenges; in the South Pacific states (Vll.11.G.M) the project designed to establish a poisons information centre network faced challenges of a lack of capacity and skills within the ministries, the relative remoteness creating logistical challenges for training, and the lack of sufficient internet infrastructure to maintain the network.

103. In Kenya (III.04.G) one driver for continued environmental monitoring has been to ensure that chemical contamination does not put up barriers to exports and trade, for example following the detection of very high mercury levels in fish from Lake Victoria. The heightened resource demand for systematic monitoring may also mean that higher level political support is needed. In the case of Costa Rica (VI.02.G), the national objective to join

the OECD was an important driver in developing the project in the first place; while in the CEE region, the drive toward closer integration with the EC was also cited as an important political driver (Georgia, VIII.02.C).

104. Management of information at the QSP Secretariat level is also under-performing, as well as the national level, with most of the QSP deliverables and very valuable compilations of data being only available in various stages of finalization, and no single internet location where the data can be readily accessed by all stakeholders. The use of more standardized information management and monitoring tools was recommended in an independent Cluster Evaluation of UNIDO-executed projects to update Stockholm Convention National Implementation Plans (NIPs), which concluded that "*the gathering of information and relevant documents was a continuous process that took longer than initially expected… A substantial amount of valuable information… risks to be fragmented and therefore lost*". A similar recommendation could greatly benefit the QSP as well, as this evaluation has found that the project deliverables and outputs are extensive and would presumably be of value to all countries if more proactively disseminated.

Technical capacity

105. Projects where national experts were involved in project delivery has resulted in improved capacity, with expertise developed during the QSP projects being available and used in follow up projects, contributing to Strategic Priority B on activities to implement the Strategic Approach. However, the availability of national experts does not always exist, for example in Liberia (V.06.G) the project was unable to identify and recruit all of the initially envisaged 10 national experts. The use of external consultants in some projects did not result in a transfer of knowledge and skills to local counterparts. With the completion of the project the consultant moves on and there is little scope for follow up.

106. Most training and capacity building was of government / policy staff. Some training was focused on Integrated Pest Management for provincial staff on storage and management of pesticides. Some sought to train farmers on pesticide risks based on materials developed by the projects but there is no evidence that this has resulted in reduced use of toxic products.

107. Many projects experienced changes in personnel – sometimes as a result of wider restructuring processes following elections and changes of government, sometimes for individual reasons. Such changes contributed to breaks in continuity and implementation of projects.

108. Awareness at grassroots and chemical user level was addressed by fewer projects, with CSO-led and agriculture-themed projects standing out in particular. In El Salvador (lll.03.G.SLV) farmers (many women with children) were trained in handling and use of pesticides. In Argentina (lll.10.C.AAMMA) doctors raised parents' awareness on mercury poisoning. In Tanzania (V.17.EAF), work with communities led to community members demanding information on better handling of chemicals, and in a follow-on project on mercury alternatives, they sought reassurances that proposed alternatives to mercury were not equally damaging to health. In Rwanda (VII.07.M), farmers were trained on chemical risks in the north and western regions. In Georgia (VIII.02.C) women within farming communities (via partner NGOs) were trained on the risks and alternatives to pesticides in agriculture and asbestos in building materials. This training and awareness raising involved the media and the private sector. A CSO project in Mali and Senegal trained village agents (with at least one of the team of two or three being a woman) to monitor and document pesticide community health impacts (IX.06 PAN). The Zambia GHS project (V.16.G) was also relatively successful in passing information to chemical users, through a training of trainers approach. As a result, users now know, to some extent, how to read labels, and use the material safety datasheets. However there was no opportunity to corroborate these findings

by the users themselves. In Moldova (X.05.C.UAP) a project managed to address a various range of users all over the country during the Chemical Safety Week, focusing on information about dangerous chemicals in food, toys, paint and asbestos. Via joined effort of several NGOs all over the country, with the involvement of national experts and the SAICM focal point, the information was delivered to schoolchildren, teachers, management of kindergartens, and sellers on the local markets. Chemical Safety Week was a very effective instrument for awareness raising, and further support from the government is needed to institutionalise it as a yearly intervention.

Mainstreaming to national policy

109. **The degree to which the projects were in line with national priorities at the time of their inception is not clear**. While many countries did have Stockholm Convention NIPs or other such plans, they were not reflected in government priorities, particularly in the case of earlier-round projects that faced a general low level of awareness on chemical management and SAICM. A public health pesticides project in Morocco (V.09) directly responded to an expressed priority in the departmental work plan of the Ministry of Health department on Integrated Vector Management (IVM) for capacity building on storage and clean-up of stores containing DDT. In Costa Rica (VI.02.G), the project sought to address an established government priority to 'go digital', and was thus in line with an existing national policy. In Zambia the GHS (V.16.G) was a follow up project to an earlier project which was on chemical hazard communication funded by UNITAR.

110. Some projects were able to achieve Strategic Priority C, with effective 'analysis, inter-agency coordination and public participation' activities that did eventually lead to new laws and policies being adopted. The passage of draft texts into law is a long process, clearly beyond the scope and mandate of an individual QSP project, but in many cases, the involvement of diverse stakeholders in the committees established was an important factor in efficient development and approval of draft laws. In Rwanda (VII.07.M) the drafting and development of the revised legislation was directly facilitated by the national committee, in which representatives of the Ministry of Justice played a

Box 3: Examples of mainstreaming to national legislation, policies or institutions

Legislation

Tanzania: Mining Law (2010); review of Industrial and Consumer Chemicals law
Rwanda: list of hazardous products was annexed to the Agrochemicals Law in 2013; Prime Minister's order banning POPs
Uganda East African Community Law in progress
Zambia: GHS is now included in the environmental law. This also helps with access to government funds
Moldova: chemical law & four by-laws in parliament now; pesticide policy revised and regulations being updated
Trinidad & Tobago: Draft Waste Management (Hazardous Waste) Rules 2014; The Pesticides and Toxic Chemicals Act now includes the management of POPs
Peru: Legislation on contaminated sites
Brazil: New norms on inflammable chemicals; and labelling and signalling.
Uruguay: contribution to the effective implementation of ILO's convention and national decree on chemical risks
St Vincent & the Grenadines (Vll.19.G.SVG) New Occupations and Safety Act currently going through parliament draws on work of the project

Policy or ministry level plans

Kenya: national chemicals and waste policy at NEMA;
Zambia: 5th development plan: under the environment chapter chemicals management is given priority
Kyrgyzstan: National Sustainable Development Strategy (approved on April 22, 2015); the plans of the Ministry of Economy
Senegal: 'Senegal Emergeant' policy which places a particular focus on sustainable development.
Belarus: Chemical management aspects in the National Environmental Strategy
Uganda, Mbale district: by laws have on chemical safety have been drafted and chemical safety issues mainstreamed on the planning and budgeting processes at the district level (IX.07.C)
Moldova:- ministry of environment required to give annual updates on the Road Map developed
Barbados: Elements of the national action plans have been incorporated in the Annual Work Plan of the Environmental Department.
Trinidad & Tobago: The Export Negative List managed by the Trade Licence Unit of the Ministry of Trade, Industry, Investment and Communications (MTIIC) was amended in 2012 to include used lead acid batteries Jamaica: GHS is included in discussions on pesticides import
Albania: Inter-sectorial Strategy for the Environment (2013-2020); Draft-strategy for development and integration (2014-2020);

Departments or institutions established

Tanzania: Emergency Response Committee mandated for continuous monitoring of industrial installations

hands-on role in reviewing and providing input into drafts of legal texts. Examples of new legislation in various countries are given in Box 3.

111. Other countries continue to face challenges in introducing legislation on chemicals management. For example, in Cambodia (Vlll.01.G.M) although there is support in principle for introducing legislation on chemicals management, when it comes to reaching agreement, there is resistance from the ministries involved as they seek to maintain influence over areas that are seen as their domain.

112. As well as passing national laws, many countries have also succeeded in mainstreaming chemicals management into government policies, or departmental planning documents. This may take time (many years) to achieve - possible due to the high quality of preparatory work and the level of understanding of the problem, achieved through the QSP (Kyrgyzstan, (II.13.G)). In many cases, the QSP was not solely credited for the achievement, but further efforts have been made, such as a Swedish-supported multi-country project in 2009 in Zambia which further engaged the Ministry of Finance. See Box 3 for further examples.

> *"SAICM given low prominence compared to climate change and biodiversity. Yet chemicals are the major causes of illnesses, such as cancer. There is a need for health sector studies linking chemicals with impacts on health"*. V.17.C Kenya

113. However, not all countries have been able to integrate project action plans or priorities into official policy or mandates. In Jamaica (X.18.G) the road map was not sustained as a regional initiative; the private sector was not involved; however it is being followed up in an ad-hoc manner.

114. Other mechanisms for mainstreaming have included using national standards organizations, such as the Zambia Bureau of Standards which has put into place a GHS standard. This is linked to the legal system, thus providing sustainability.

3.4. QSP Impact – Implementation of SAICM

115. As outlined above, in conclusion, the QSP projects largely did meet the objective of 'setting the ball rolling' (Zambia). The projects that were funded did not explicitly aim to reduce health and environmental risks; but to "support initial capacity building and implementation activities". In the ways described above, the majority of the projects did achieve that objective. However, a number of respondents considered that the QSP should be continued with a more ambitious scope; '*would like to achieve more than just awareness*' (Kyrgyzstan); '*identification is not enough*' (Zambia). Many countries noted the benefit of accessing the experiences of other countries that had managed to implement specific issues: the Senegal project on chemical accident prevention (VI.07.M) was shared in the region at a workshop in Lomé, Togo in 2013, organized by the Secretariat International Francophone pour l'Evaluation Environnmentale. The CSO project in East Africa (V.17.C) was able to benefit via the international partners (CIEL and ChemSec) from similar experience in Latin America.

> *"Whilst legislation and some by laws to address chemical safety have been developed, these have largely remained on paper. There is need for their implementation to be operationalized through the development of appropriate regulations, standards and guidelines. …*
> *There must be developed a very clear delineation of obligations and responsibilities of key stakeholders affected by chemicals management. Clear responsibilities should be allocated to public and private sectors stakeholders, taking into account respective mandates, capacities and resources."* Evaluator, IX.07.C

116. In many cases, the 'rolling ball' then continued to roll and did practically result in many examples of SAICM implementation and concrete risk reduction. Some examples of these are highlighted below, where countries (either during or following the QSP projects) were able to exceed the QSP objective of financing 'enabling activities' and proceed to implementation.

Overarching Policy Strategy objectives

117. The evaluation Theory of Change associates the QSP ultimate desired impacts with the five OPS objectives (see Figure 3). While achievement of these objectives does go beyond the expressed aim of the QSP, in practice, the intended aim of enhanced capacity and mainstreaming can be interpreted as a means to an end, rather than strictly speaking an end point in itself. The evaluation has documented many examples of concrete contributions to the OPS: indeed, most projects contributed to multiple OPS Objectives (A-E). More projects contributed to the various sub-paragraphs of OPS Objective C on Governance than to other objectives; while fewer were able to demonstrate evidence of reducing or preventing international illegal traffic (Objective E). The following section contains a small sample of the projects that were considered to be particularly effective in delivering the five objectives, but is not an exhaustive description; nor does it cover all 46 of the OPS subparagraphs/ impacts.

118. OPS Objective A Risk reduction: The project in Argentina, Chile, Paraguay, Uruguay, Bolivia and Peru (III.10.C) raised awareness of pediatrics to provide advice to parents and children on **minimizing the risks to human health (paragraph a)**; while the project in Uganda (IX.07.C) produced chemical safety information and put in place safety systems in a tea factory – as well as **minimizing risks to workers**, this project also generated and advocated evidence of the effects on children to the Minister, thus **ensuring that vulnerable groups are taken into account when making decisions on chemicals (paragraph b).** In Mali (VI.07.M) , a chemical accident prevention programme project enabled the newly established Task Force to validate an Internal Operation Plan of a local gas industry (Air Liquide Mali) in January 2013 and ensure it adequately considered such measures, thus **applying preventive measures for pollution control (paragraph f)**. The new awareness developed by the chemical accident prevention project in Tanzania (IX.12.G) was demonstrated by university staff to insist that fire extinguishers be regularly serviced. In Morocco (V.09.G), the ministry of health ensured the **environmentally sound management of over 50 tonnes of stockpiled DDT wastes (paragraph h)**, repackaging the wastes from public health stores and rehabilitating a pesticide storage facility. The project also **prevented generation of hazardous wastes in the future** by training of thirty province-level staff which continues to be rolled out by the department to the present.

119. OPS Objective B Knowledge & information: In Tanzania (XI.12.G), a chemicals transporter who participated in GHS training translated all his English signs into Kiswahili, to **ensure that information on chemicals through their life cycle is disseminated in appropriate languages and using GHS (paragraph b ii)**. A community health monitoring project in Mali (IX.06.C) was able to **make objective information in relation to assessment of chemical hazards and risks to human health (paragraph d)** but also to drive "*a real change in behaviour resulting in the improvement and adoption of new practices for storage of empty containers, compared to the [previous] practices that were to burn or bury them underground*". A number of **existing risk reduction tools from various agencies (paragraph i)** were made available and further developed by multiple projects, including the UNITAR guidance on National Profiles, UNEP guidance on Chemical Accident Prevention Programme, and UNEP-UNDP guidance on mainstreaming, to name a few.

120. OPS Objective C, Governance: A majority of the projects were able to establish **national multi-sectoral, comprehensive, effective, transparent and inclusive coordinating mechanisms (paragraph a),** which in many cases have taken proactive roles after QSP projects in developing and supporting new projects (e.g. on medical waste incinerators in Rwanda (VII.07.G), on chemical emergencies in Senegal (VI.07.M), on lead and innovative chemical solutions in Peru (III.07.G) which were developed based on **stakeholder agreement on identifying priorities for chemical management activities (paragraph c)** during QSP projects. Many respondents identified a particular strength of the QSP approach of involving many stakeholders as a means to **promote the sound management of chemicals within each relevant sector and integrated programmes for sound chemicals**

management across all sectors (paragraph d), and valued the process as much as the result, for example in development of National Profiles and SAICM Implementation Plans. There are many examples of countries which have contributed toward **strengthening enforcement and implementation of laws and regulations regarding chemical management (paragraph d)**, notably by filling gaps in existing legislation, and secondly by making some progress in integrating priorities into national strategies, such as the Albanian 2013-2010 Inter-sectorial Strategy for the Environment and the Kyrgyz 2015 National Strategy on Sustainable Development. Progress is still needed to ensure practical application and enforcement, by tasking institutions with raising funds and monitoring implementation of these strategies (for example the newly established Environmental Pollution Prevention Office in Moldova with responsibility for fundraising for the QSP project action plan). Projects in both Zambia (V.16.G) and Kenya (III.04.G) developed national standards for GHS and chemical production, an example of **enabling frameworks for businesses to develop and improve products that advance the objectives of the Strategic Approach (paragraph l).** In Tanzania (V.17.C), a CSO project has contributed to **enhanced cooperation between governments and civil society (paragraph n)** as the NGO has been called upon by government to provide training for subsequent projects on BAT/BEP and the Minamata convention.

121. OPS Objective D, Capacity building & technical cooperation: Projects that clearly linked training and capacity building strategies to either governmental (for example, the Rwandan Environmental Education department, Moroccan Integrated Vector Management (IVM) and public health department) or non-governmental (Women in Europe for a Common Future in Georgia, Probicou in Uganda) institutions that have continued to use the materials has been a **sustainable capacity-building strategy (paragraph d).** Sustainlabour's project (lll.11.C.SLAB) has also resulted in continued use of training materials developed as part of the project. Where national policies and strategies have integrated chemical safety, **capacity building for SMC has been included as a priority in national social and economic development strategies (paragraph f)**.

122. OPS Objective E Reduction in illegal international traffic: the relatively few projects that did address illegal trade focused more on **information sharing and strengthening capacity for the prevention of illegal traffic (paragraph c)** rather than on achieving changes in national mechanisms and implementation, or being able to provide evidence of prevention of illegal traffic of chemicals and wastes. However, a notable exception to this was in Trinidad and Tobago (ll.20.G) where improved regional coordination resulted in shipments of waste without proper documentation and notification having to return to port.

123. Some important gaps remain however. The relative lack of concrete progress in preventing illegal international traffic has not been effectively overcome by the QSP projects which, despite providing some opportunity for regional collaboration, did not provide the in-depth cooperation between customs and regulatory authorities of neighbouring countries that would be needed to deliver joint actions on the ground. (Under Objective B, there has been limited progress in promoting and establishing science-focused methods and research, and the issue of commercial confidentiality and widespread sharing of information has been problematic in some cases (Costa Rica). Under Objective D, opportunities to use work done and chemical management models from other countries were not exploited as much as guidance and examples from international organizations (paragraph h).

11 Basic Elements

124. The following set of 11 basic elements has been recognized as critical at the national and regional levels to the attainment of sound chemicals and waste management moving forward to 2020[20], namely:

a) Legal frameworks that address the life cycle of chemicals and waste;
b) Relevant enforcement and compliance mechanisms;
c) Implementation of relevant international multilateral environmental agreements, health, labour and other relevant conventions as well as voluntary mechanisms;
d) Strong institutional frameworks and coordination mechanisms among relevant stakeholders;
e) Collection, and systems for the transparent sharing of, relevant data and information among all relevant stakeholders using a life cycle approach, such as the implementation of the Globally Harmonized System of Classification and Labelling of Chemicals;
f) Industry participation and defined responsibility across the life cycle, including cost recovery policies and systems as well as the incorporation of sound chemicals management into corporate policies and practices;
g) Inclusion of chemicals and waste in national health, labour, social, environment and economic budgeting processes and development plans;
h) Chemicals risk assessment and risk reduction through the use of best practices;
i) Strengthened capacity to deal with chemicals accidents, including institutional strengthening for poison centres;
j) Monitoring and assessing the impacts of chemicals on health and the environment;
k) Development and promotion of environmentally sound and safer alternatives.

125. Of the 11 elements, the QSP portfolio mostly contributed to a) on legal frameworks and d) on cooperation between stakeholders (also confirmed by the relatively high agreement with this as a project impact by respondents to the online survey). By contrast, the least frequently addressed Basic Element was k) on alternatives, which will have been at least partly addressed by the ear-marked QSP funds in Round XIII to promote development of non-chemical alternatives in 2013. These projects are beyond the scope of the current evaluation. The next lowest Basic Element is F) active participation by industry; and J) monitoring of health and environmental impacts of chemicals.

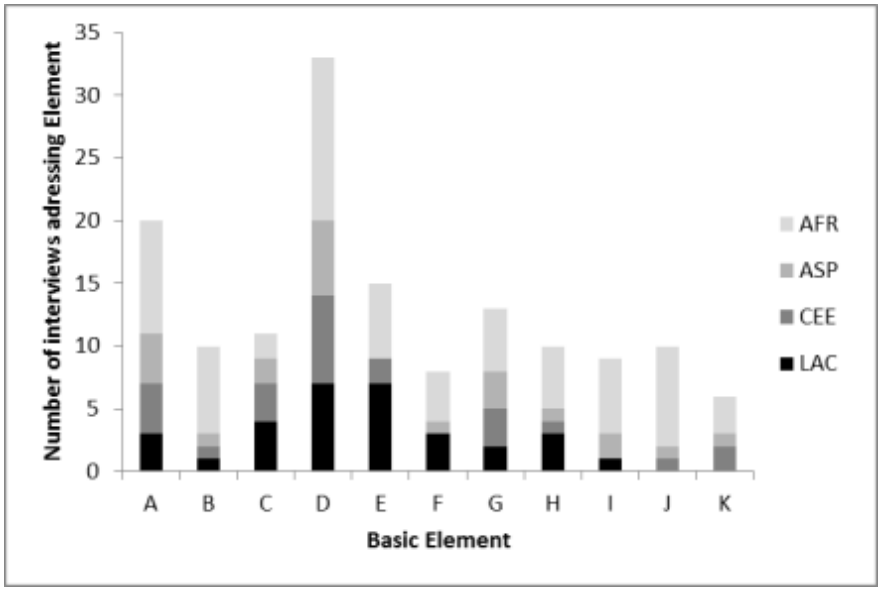


Figure 7 Number of projects that address the 11 Basic Elements, by region

[20] SAICM (2015) Overall orientation and guidance for achieving the 2020 goal of sound management of chemicals: SAICM/ICCM.4/6

4. Conclusions

Impact of the QSP at national level

126. The QSP has demonstrably met, and in many cases exceeded, its objective of establishing enabling environments for sound management of chemicals at the national level, and particularly in the high proportion of LDCs and SIDS which have successfully completed projects. All three of the Strategic Priorities have been addressed, with priorities A and B being addressed by a majority of countries, while priority C (mainstreaming) was addressed by a smaller, but significant, number of projects. Many projects have demonstrated that they have achieved one or more of the OPS objectives, in particular those relating to governance and risk reduction.

127. In many cases the QSP projects have succeeded in 'mainstreaming chemicals management' into national legislation, policies and institutions. A major contributory factor to this has been the involvement of a diverse set of stakeholders in committees established to develop such proposals. The inclusion of chemicals and waste targets in the mandatory SDGs will make national budget and bilateral development cooperation planning an increasingly important source of funds for national chemicals and waste management. However, not all countries have been able to succeed in this due to a range of factors including the lack of priority of chemical management in national agendas, a lack of technical capacity (or the loss of capacity that was developed, through changes in personnel and decision makers), as well as the lack of capacity for inter-departmental collaboration and coordination required for effective chemicals management.

128. A large number of very important publications were produced through the QSP projects. However, these documents and data are not readily available in part because, at the secretariat level, there is no centralised system of content management and retrieval, allowing for outputs to be made accessible to a wide audience.

129. Major gains have been documented in political and technical service-level awareness and understanding of the risks of chemicals, the importance of SMC, and the tools available to manage risks. Many projects described a baseline situation of lack of knowledge about chemical risks, SAICM, and risk management tools such as GHS, chemical accident prevention, PPE and others. This has changed in almost all the countries where QSP projects were conducted, with a widely reported 'awakening' and increase in awareness at all levels and among diverse stakeholders in chemical handling and management. Objective indicators to quantify this increase in knowledge and awareness are however largely lacking.

130. Major gains have also been documented in stakeholder coordination with enhanced coordination and active participation by diverse stakeholders; availability and sharing of national baseline data on chemicals and chemical management mechanisms, and agreement on chemical management needs and priorities, often expressed in documents including National Profiles and actions plans/ strategies/ roadmaps which have been extensively discussed and endorsed by a comprehensive range of stakeholders. It is evident that the projects have enabled stakeholders to work together. However, this success has not translated into the securing of further resources for chemicals management for many, nor has it ensured the continued functioning of the coordination committees.

131. Quantitative, current data on the health and environmental impacts of chemicals remain scarce and systems for regularly collecting and updating such information are largely absent. Without such evidence, it is difficult to build and maintain momentum (from grassroots to decision makers) for SMC, as evidence of chemical impacts (particularly on health) has been described as a powerful tool to 'make the case' for mainstreaming SMC to government priorities, budgets and departmental work-plans. The lack of quantitative data also hampers monitoring of progress toward both the SAICM 2020 goal and the emerging

Sustainable Development Goals (including SDG target 3.9 on deaths and illness from hazardous chemicals; target 6.3 on water pollution and release of hazardous chemicals; as well as 12.4 on releases of chemicals to air, water and soil).

132. Apart from in a minority of, mainly CSO projects, gender was not adequately addressed in the QSP projects. Many respondents equated gender with representation of women on committees and working groups. A few projects, particularly by CSO and agriculture sector projects, did provide excellent examples of generating and using evidence of the different impacts on men, women and other particularly vulnerable groups, in order to guide gender sensitive policy making on chemical management.

133. Relatively few civil society projects were funded but their impact has been high. CSO implementers do not experience the same problems of high turnover of staff and lack of capacity, but typically secure funding where they have experience and a degree of expertise and deliver in house. Partnerships between CSO and government are very effective in ensuring good outcomes as well as sustainability of projects. This funding stream has been very important for CSOs (e.g. trade unions). CSOs are negatively affected by administrative delays in paying final tranches.

134. Evidence of SAICM implementation has been widely reported, exceeding the objectives of the QSP. The main areas of achievement are a) updating of national legislation; b) continuation of QSP activities on a project basis – i.e. successfully leveraging resources from other (often larger) sources of external finance, including GEF, EC, JICA, and civil society networks; and c) continuation and expansion of training of end users of chemicals, bringing concrete risk reduction.

Future financing for the 2020 goal

135. Many projects developed externally-funded projects which effectively continued QSP projects (e.g. with funds from GEF, UN agencies, NGOs and donors); however few countries were able to follow up with resources allocated from national budgets; and even fewer were able to give examples of economic instruments to promote industry participation in financing for chemical management.

136. For many governments, chemicals are still not a priority issue, and there is a lack of evidence of internalisation and delivery of chemicals management into national plans and budgets. Chemical management initiatives rely on external sources of funding; and on individual commitment. At the same time, countries experience frequent, and disruptive, changes in personnel at government technical and political levels, which cause delays to project implementation but may also have a negative impact on implementation of agreed plans and strategies after the project finishes. In this case, the capacity developed in QSP projects may not remain intact by the time the opportunity arises again to continue the work. Small island states in particular have very little capacity in terms of government officials to sustain projects.

137. Even where chemical management is reflected in government mandates and policies, an 'implementation gap' may still exist, with limited evidence of substantive steps taken to further act on the agreed policies and to fully address dispersed responsibility between ministries for chemical management. An additional step may be required to ensure on-the-ground implementation and monitoring (Figure 8). The broad thematic scope of QSP projects (i.e. not limited to particular chemical streams or sectors) may be particularly suited to support the, largely political, transition from programmatic-level basis to full implementation of SAICM. The 'widening gap' may not necessarily be between developed and developing countries or those with economies in transition, as the latter have in many cases been able to follow up QSP projects; but rather, that even within the developing countries and those with economies in transition, a gap exists in capacity to manage chemicals. This

gap may be amenable to South-South cooperation, as the different countries may be more similar in socio-economic and technical conditions.

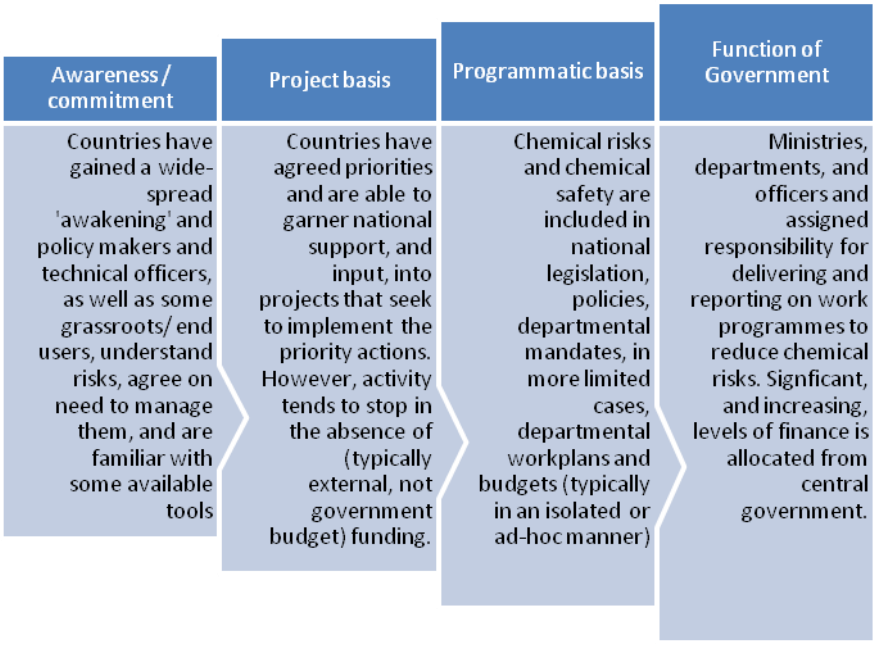


Figure 8 Schematic of the process by which SMC is mainstreamed, developed by the evaluators

Administration of the QSP Trust Fund

138. The main reason for the large number of applications for relatively limited QSP funds, was the availability of general funding, underlying chemical management capacity, as opposed to funding for particular chemical types (e.g. POPs) or types of activity (e.g. GHS); and the straightforward application process. Access to UN agencies and UN expertise is a second important driver in applications to the QSP Trust Fund.

139. There was inadequate attention and resources provided to effectively manage the QSP both administratively and to monitor and maximise the results of the projects. Delays in resource availability negatively affected the administration of the projects and particularly the timely financial management. While the recent re-staffing has largely addressed administration delays, financial support remains an issue. There was inadequate systematic knowledge management, including availability of key project deliverables and sharing of lessons and approaches between different projects. Project and programme-level M&E focused more on activities rather than on results and outcomes; these latter lacked objective indicators and did not describe desired changes for beneficiaries (focusing rather on 'stakeholders' to be involved rather than 'beneficiaries' who would observe some change). The limited achievement of the QSP Business Plan target to broaden the donor base has compounded the lack of adequate resources to support these kinds of needs.

5. Recommendations

140. The Quick Start Programme (or a similar chemicals and waste financing mechanism) should be further developed beyond enabling activities, to support national efforts for SAICM implementation by filling specific gaps and kick-starting government own programmes on chemicals and wastes. Externally provided finance should be clearly linked to national frameworks and initiatives, with proposals making clear commitments for government inputs (co-finance) and/or expected actions during and after the project. The proposals should also provide for stronger industry participation in cost sharing (e.g. as co-finance or through longer term approaches such as economic instruments). Closer

integration with national contexts may make projects less amenable to closely following international, generic guidance (such as National Profile development or UNEP/UNDP mainstreaming) but will require more active support in adapting these to existing government planning and budgeting processes.

141. Given the impact of the CSO projects financed through the QSP, stakeholders should ensure that funding for this sector is available in future financing mechanisms. Two of the pillars of the integrated approach (government mainstreaming and industry participation) may be difficult for national CSOs to access, suggesting that the third pillar (external financing for chemicals and wastes) will remain important to ensure that civil society can continue to effectively contribute to chemical and waste governance and implementation at the national level. This may be particularly relevant for LDCs and SIDS countries where chemicals and wastes are not immediate government priorities and it may be difficult to demonstrate that external finance will be effective in integrating chemical management priorities into government work plans and budgets. All recipients of funds (executing agencies, government ministries and CSOs) should be paid in tranches that are aligned to project deliverables.

142. Projects should be results-focused, with clear articulation of beneficiaries and intended changes toward the 2020 goal, and more objective, gender-sensitive indicators to measure progress against. Project proposals should clearly articulate specific beneficiaries of projects, along with clear expectations of changes that they will experience – including objectively verifiable indicators to measure these changes. Careful attention should be paid to quantifying and providing evidence for improvements in coordination and exchange between different departments; and for improvements in awareness by policy makers and end users. Gender-related indicators and sex-disaggregated data should also be explicitly required in project proposals and M&E. Evaluators and reviewers need to be independent of project implementers in all cases.

143. Management of the portfolio of projects should be more adaptive, with increased capacity for both administration and knowledge management by the secretariat, TFIC and EB. More resources are needed to ensure that the very large number of projects can be efficiently administered, including better use of technology and adequate resources for financial reporting and management, as well as oversight and control of project reporting and M&E (see also Recommendation on results based indicators above). Effort should be also be made to facilitate sharing and proactive dissemination of knowledge from all projects, including using knowledge management technology to establish document repositories (project deliverables) and facilitate exchanges between project implementers (see Recommendation on south-south cooperation below). Options could include development of a QSP-specific resource, or integration of QSP knowledge into existing initiatives and clearing houses for chemicals information.

144. External financing should more strongly support south-south cooperation including regional experience sharing and joint activities between neighbouring countries. Stakeholders should consider how to best encourage countries to learn from others in their region (and beyond) who have had successes in implementing SAICM, both through access to examples of outputs (national strategies, training materials, legislation, enforcement programmes, etc.) including through improved knowledge management and through development of networks of experts, regulators, and chemical users. In addition to facilitating experience sharing, projects can also include joint activities with explicit outcomes; a particularly relevant case may be on increasing attention to OPS Objective E on illegal international trade through joint training, strategy development and enforcement actions by customs authorities from neighbouring countries with shared borders.

145. Projects should clearly articulate strategies to ensure that expertise developed during projects remains available afterwards and contributes to SMC at the national level.

The use of national experts should be preferred to international consultants, except where the expertise does not exist nationally. As well as technical capacity, proposals that seek to engage with vulnerable and marginalized groups need to demonstrate that staff have expertise in approaches to engaging with such groups. For either national or international consultants, if consultants are to be contracted to deliver on project outputs, this needs to be made explicit in the proposal and credible plans for mentoring/ capacity building of counterparts in ministries fully articulated.

146. Project follow-up should be enhanced, with a focus on project closure to ensure that the momentum developed in an 'enabling' phase is not lost. In addition to a closer link at project inception to government programmes, projects could include a final step of developing realistic and clearly mandated follow-up plans, with (a very limited number of) commitments. Recognizing the very real constraints faced by government and other stakeholders, these commitments could be as simple as providing a six monthly or annual update; and could be linked to existing obligations such as convention reporting. Commitments should be clearly phrased, be assigned and accepted by particular partners; and include some mechanism for monitoring or reporting on their completion.

147. More focus on generating country-specific evidence on health and environmental impacts of chemicals, in order to provide justification for improving SMC, and substitution of less hazardous alternatives to both agricultural and industrial chemicals. The issues of costs and benefits need to be better articulated, including full internalization of the health and environmental costs by both industry and policy makers. Low levels of adoption of alternatives or substitution of hazardous chemicals cannot be addressed as a stand-alone project, or by projects that only target end users, but need to be integrated into high level policy and legislation.

6. Annexes

6.1. Impact Evaluation ToR

Functional Title: Two consultants – Impact Evaluation of the Quick Start Programme
Date of issuance: 25 July 2014
Organisation: SAICM secretariat, Chemicals Branch, DTIE, United Nations Environment Programme
Duration: 1 September 2014 – 30 June 2015
Duty station: Home-based with country visits
Deadline for applications: 17 August 2014

I. Background and Quick Start Programme (QSP) overview

1. The Strategic Approach to International Chemicals Management (SAICM) is a policy framework to promote chemical safety around the world. SAICM has as its overall objective the achievement of the sound management of chemicals throughout their life cycle so that, by 2020, chemicals are produced and used in ways that minimize significant adverse impacts on human health and the environment. This "2020 goal" was adopted by the World Summit on Sustainable Development in 2002 as part of the Johannesburg Plan of Implementation.

2. In its resolution I/4, the International Conference on Chemicals Management (ICCM) established the Quick Start Programme (QSP), which aims "to support activities to enable initial capacity building and implementation in developing countries, least developed countries, small island developing States and countries with economies in transition." The resolution also invites UNEP to establish a voluntary, time-limited trust fund to provide seed money to support the objective and strategic priorities of the QSP.

3. ICCM resolution I/4 also established two main oversight bodies for the QSP and the Trust Fund: the QSP Executive Board and the QSP Trust Fund Implementation Committee.

4. The Quick Start Programme Executive Board, at its 8th meeting, decided to carry out an impact evaluation of the QSP, which would use the results of the Mid-Term Review presented to the International Conference on Chemicals Management at its third session. The evaluation report will be presented by the Executive Board to the fourth session of the International Conference on Chemicals Management for its consideration.

II. Objectives of the QSP evaluation

5. As the QSP Trust Fund will be closed for additional contributions at the fourth session of the International Conference on Chemicals Management, the impact evaluation of the QSP is intended to provide SAICM stakeholders and the secretariat a sound and reasoned assessment of the impact that the Programme has had in developing and strengthening capacity in developing countries, countries with economies in transition, least developed countries (LDCs) and small island developing States (SIDS) to improve sound management of chemicals and waste.

6. How and to what extent the stated strategic priorities for the QSP have been achieved will be assessed. In particular, the analysis of the outcomes available to date should determine to what extent the QSP projects, up to now, have contributed to the achievement of the three QSP strategic priorities[21]. The strategic priorities of the QSP should be assessed taking into consideration the progress and success rate for addressing each of

[21] a) Development or updating of national chemical profiles and the identification of capacity needs for sound chemicals management; b) Development and strengthening of national chemicals management institutions, plans, programmes and activities to implement the Strategic Approach, building upon work conducted to implement international chemicals-related agreements and initiatives; c) Undertaking analysis, interagency coordination, and public participation activities directed at enabling the implementation of the Strategic Approach by integrating, i.e., mainstreaming, the sound management of chemicals in national strategies, and thereby informing development assistance cooperation priorities.

the strategic priorities and the proportion of activities funded by the QSP Trust Fund and non-Trust Fund contributions in relation to each of the specific strategic priorities. The evaluators should give priority to trust funded projects.

7. The overall goal of the impact evaluation of the Quick Start Programme is, therefore, to make a broad and representative assessment of the impact of the Programme across the duration of QSP projects and after expiry, and to draw conclusions in light of its findings, for the consideration of the ICCM at its fourth session as it reviews what needs to be done for the attainment of the 2020 goal of sound management of chemicals.

8. The evaluation has the following specific objectives:

(a) Assessment of how the QSP projects on the ground supported national priorities for the implementation of SAICM, and if the projects achieved their intended outcomes, or had other positive, negative or unexpected outcomes, with particular attention to sustainability of governance arrangements, financial resources, mainstreaming into national strategies and action plans, synergies with other in-country projects, and cooperation among diverse stakeholders, as well as synergies created as a result of projects.
(b) Identification of factors for success and failure, lessons learned from the application, project assessment and approval, project implementation, and final evaluation and reporting.
(c) Identification of opportunities of replication and scale-up of QSP seed money for consideration within broader chemicals and waste context of existing projects.
(d) Assessment of how the Mid-Term Review recommendations for QSP administration improvement have been implemented.
(e) Assessment of compliance with accountability requirements, notable in terms of reporting and deliverables.

III. Methods

9. The impact assessment will be tailored to the specifics of the QSP, using a participatory approach, consulting with SAICM stakeholders and the secretariat. The evaluators will liaise with the SAICM secretariat on any logistic and methodological issues, though the review will be conducted as a fully independent evaluation.

10. The evaluators should use the Theory of Change approach; all the conditions of success and lessons learned about how these conditions affected the final goal will be documented.

11. Given the number of projects involved, the findings of the evaluation will be based on:

(a) Desk study: a comprehensive desk study of completed projects will comprise a review of SAICM and QSP relevant documents, and materials from current and completed projects (listed in Annex I).

(b) Interviews and targeted survey of key stakeholders: Interviews will be conducted from the place of work, in-person, by telephone or via other telecommunications means notably with project implementers and a representative sample of beneficiary countries, and other relevant actors engaged in the QSP and its projects, including the broader (non-Trust Fund) that have completed their activities. If appropriate, these interviews could be combined with tailor-made questionnaires. The evaluator(s) will prioritise the possibility of carrying out interviews taking advantage of QSP stakeholder and governing bodies meetings.

(c) Field visits: in-country assessments would be carried out for selected projects to learn about the impacts of the QSP projects first-hand. The number of locations to be visited will depend on available funds. The consultants will select the countries on the basis of information provided by the secretariat and participating countries. The decision on the locations will be made in consultation with the SAICM secretariat to ensure the sectoral and regional representativeness of the projects selected, the availability of preliminary or final project results, and coverage of the three QSP strategic priorities. The selection criteria will be further discussed with the secretariat. Likely factors will include, among others, priority given to projects implemented in LDCs and SIDS; cost-effective missions to visit as many projects as possible; and countries that have developed National Implementation Plans will be particularly considered.

(d) Other means: the evaluator may use additional means to facilitate the evaluation.

IV. Scope of the evaluation

12. The evaluation will cover completed and ongoing Quick Start Programme Trust Fund and non-Trust Fund projects. The assessment will be global with balanced regional representativeness of the projects selected. Equally, the evaluation should have a representation of the different sectors. The time period covered by this impact evaluation will be from the establishment of the QSP in 2006 until the present.

V. Evaluation criteria

13. The Quick Start Programme has attracted numerous project proposals. It would be relevant to assess the reasons that make the QSP attractive to project implementers, despite being restricted to relatively small grants.

12. The evaluation should assess the cumulative impact (positive, negative, intended and unintended) of the QSP Trust Fund and non-Trust Fund projects in the countries. The evaluation should assess the QSP projects from the effectiveness, impact, relevance, efficiency and sustainability criteria. The evaluators are not prevented from using additional criteria such as appropriateness or coherence.

13. In addition to exploring planned project performance, the evaluation should explore performance contribution to QSP strategic priorities and, when possible, SAICM objectives. With regard to the sectoral balance required of the Programme, the evaluation should assess how the various sectors were involved in projects and the impact of this involvement of participants from the sectors in various relevant project activities, management, consultations and decision-making on the national level. Relevant sectors include agriculture, environment, health, industry and labour, as well as possible links to ministries of finance and planning. The assessment should consider the level of inclusion, cooperation and coordination, and its impact; particularly, private sector involvement, and the promotion of its responsibility and accountability within the QSP projects. The evaluators should look for and report gender issues in the implementation of the projects, e.g., the number of women and men involved in projects.

14. On the basis of the assessment of the QSP impact, the evaluation should formulate conclusions and recommendations that outline possible approaches and necessary actions to facilitate further progress towards the 2020 goal.

VI. Evaluation report outline

15. The report should be concise and to the point. The main objective of the report is to present findings of the evaluation, assess key impacts and lessons learned, provide conclusions, and make recommendations. In addition, it must provide explanations of what was evaluated, and the methods used, as well as any limitations. An executive summary will be included that encapsulates the essence of the information contained in the report to facilitate dissemination of lessons.

16. Evidence, findings, conclusions and recommendations should be presented in a complete and balanced manner. The evaluation report shall be written in English, be of no more than 30 pages (excluding annexes, which can also include the assessment of individual projects), use numbered paragraphs and include:

(a) **Executive summary** (no more than 5 pages) providing a brief overview of the main conclusions and recommendations of the evaluation;

(b) **Introduction** giving a brief overview of the QSP from evaluators' perspective and of the impact evaluation carried out;

(c) **Scope, objective and methods** presenting the evaluation's purpose, the evaluation criteria used and questions to be addressed;

(d) **Projects performance and impact.** This is the main substantive section of the report and should provide empirical evidence for measuring impact. It should be structured along main evaluation criteria. The evaluation will assess actual and potential, positive and negative impacts produced by the Programme, directly or indirectly, intended or unintended. A rating system should be included, on relevance, effectiveness, efficiency, and the likelihood that results (outputs and outcomes) can be sustained. A differentiation between completed and on-going projects needs to be done. Particular

attention needs to be given to the sustainability aspect: mechanisms put in place, institutional arrangements, mainstreaming sound chemicals management throughout their life cycle into relevant sectors and/or national development plans, legislation developed, institutional knowledge/capacity, increase of the chemicals political profile, etc.;

(e) **Follow-up on the recommendations** for the overall QSP management improvement given by the QSP Mid-Term Review providing an assessment of the actions taken and their impact in the implementation of the projects;

(f) **Lessons learned** presenting conclusions from the standpoint of the implementation of the QSP (Trust Fund and non-Trust Fund) projects, based on good practices and successes or problems and mistakes. The assessment should constitute a tool for learning about what works, what does not, and evaluation of the reasons why. Lessons should be applied in the projects that are underway, and should have the potential for wider application and use in the context of funding for chemicals management projects beyond 2015. All lessons should 'stand alone' and should:

(i) Specify the context from which they are derived;
(ii) State or imply some prescriptive action;
(iii) Specify the contexts in which they may be applied (if possible, who, when and where).

(g) **Conclusions** of success of the QSP implementation, giving the evaluators concluding assessments of the QSP against evaluation criteria and standards of performance in relation to the QSP objective, in the light of the overall 2020 goal.

(h) **Annexes** include terms of reference, list of interviewees, list of documents reviewed, overall ratings table, etc.

6.2. Project themes based on Theory of Change

The Theory of Change (ToC) was developed based on the initial desk study of project proposals and refined as more information became available in relation to actual outcomes and impacts achieved by the projects. For example, the relevance of each project to the 3 QSP Strategic Priorities was identified by the applicants themselves, who may have indicated a link that was either not achieved or was not especially strong in the first place, and was confirmed by the evaluation.

The five 'themes' developed by the evaluators were based on similarity of activities, outputs, outcomes, and pathways to impact, between projects. The individual project ToC diagrams were combined to give five ToC diagrams which describe each of the five themes of projects. The final ToC presented in this report contains all the elements of all the projects, and provides the overall pathway for the QSP projects.

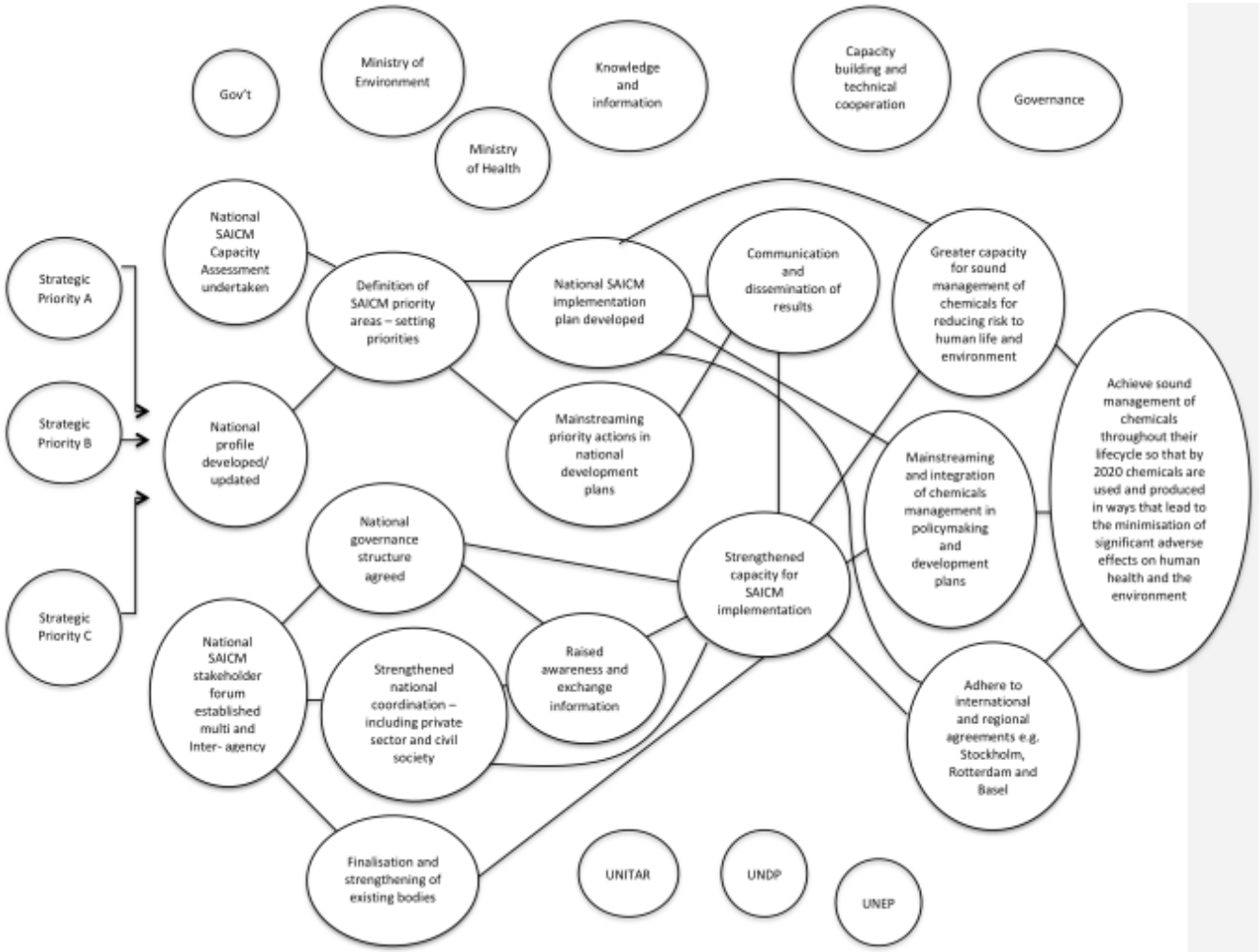
Category 1: Capacity strengthening to adhere to SAICM objectives (61 projects with full documentation)

A significant component of the portfolio (102 of the 158 projects) is a group of projects that seek to strengthen capacities for National SAICM implementation. The diagram below shows the pathways by which these projects contribute to the 2020 goal.

This group of projects speaks mainly to QSP Strategic Priority A - Development or updating of national chemicals profiles and identification of capacity needs for sound chemicals management followed by priority B, with few addressing priority C. UNITAR is the executing agency for most of this category, with fewer being executed by UNDP or UNDP / UNEP, four through UNIDO and two through WHO.

All but one of these projects was implemented by government agencies. The implementing agency for most of these was the Ministry of Environment (responsible for about 70) with the Ministry of Health responsible for implementing only seven.

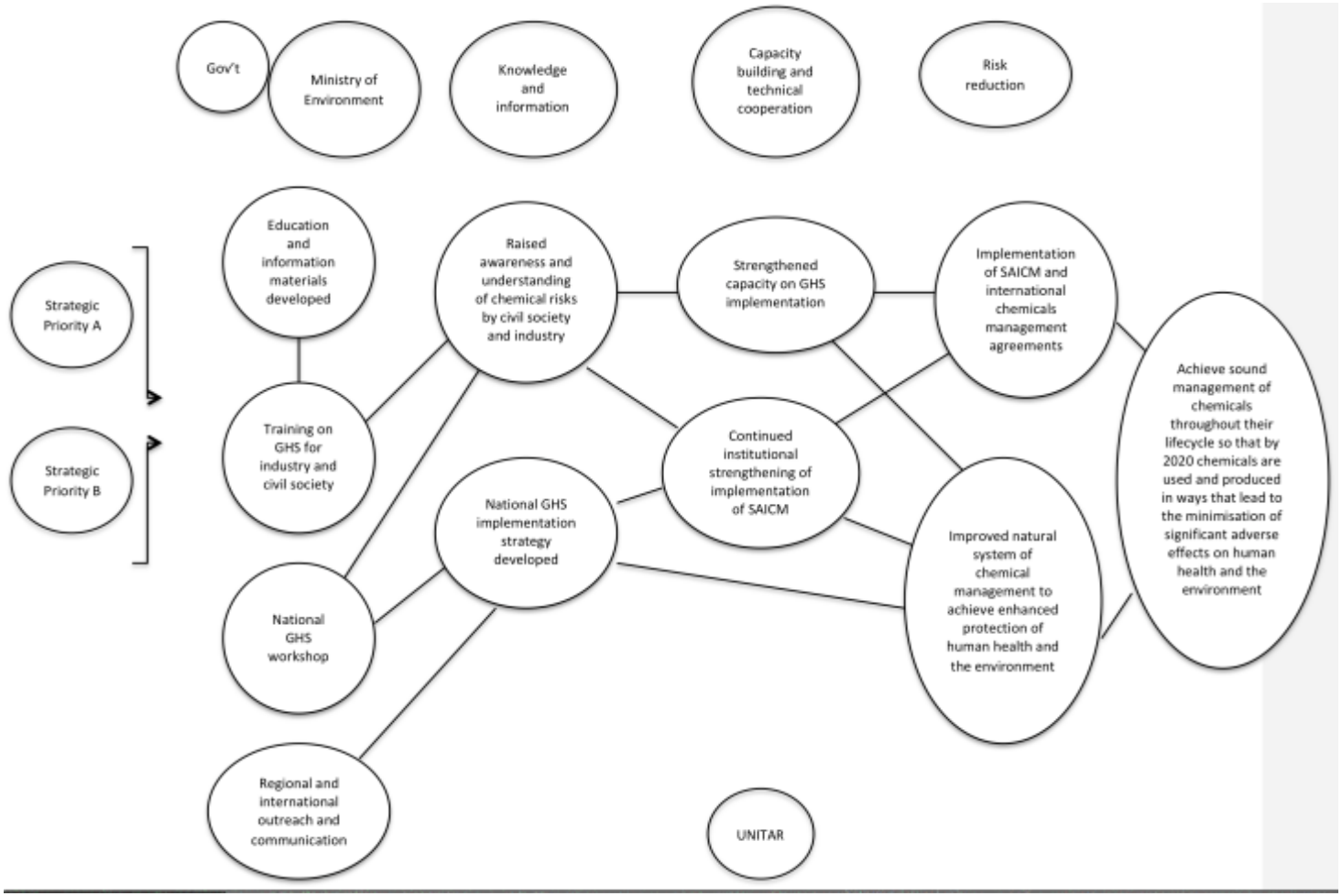
In regard to the SAICM objectives, these projects speak mainly to 'Knowledge and information' and 'Capacity building and technical co-operation'; and, through the UNDP/UNEP Partnership Initiative projects, to 'Governance'.


Gov't
Ministry of Environment
Ministry of Health
Knowledge and information
Capacity building and technical cooperation
Governance
Strategic Priority A
Strategic Priority B
Strategic Priority C
National SAICM Capacity Assessment undertaken
National profile developed/ updated
National SAICM stakeholder forum established multi and Inter- agency
Definition of SAICM priority areas – setting priorities
National governance structure agreed
Strengthened national coordination – including private sector and civil society
Finalisation and strengthening of existing bodies
National SAICM implementation plan developed
Mainstreaming priority actions in national development plans
Raised awareness and exchange information
Communication and dissemination of results
Strengthened capacity for SAICM implementation
UNITAR
UNDP
UNEP
Greater capacity for sound management of chemicals for reducing risk to human life and environment
Mainstreaming and integration of chemicals management in policymaking and development plans
Adhere to international and regional agreements e.g. Stockholm, Rotterdam and Basel
Achieve sound management of chemicals throughout their lifecycle so that by 2020 chemicals are used and produced in ways that lead to the minimisation of significant adverse effects on human health and the environment

Category 2: Globally Harmonised System of classification and labelling of chemicals (GHS, 22 projects with full documentation)

Another group of projects within the portfolio relate to supporting the implementation of the Globally Harmonised System of classification and labelling of chemicals (GHS). Most of these projects were funded in the later rounds of the QSP cycle and, for many, build on the findings of the 'strengthen capacities for National SAICM implementation' round of projects.. This group of projects addresses QSP Strategic Priorities A and B and were all executed through UNITAR. All these groups were implemented by government agencies – 20 by the Ministry of Environment.

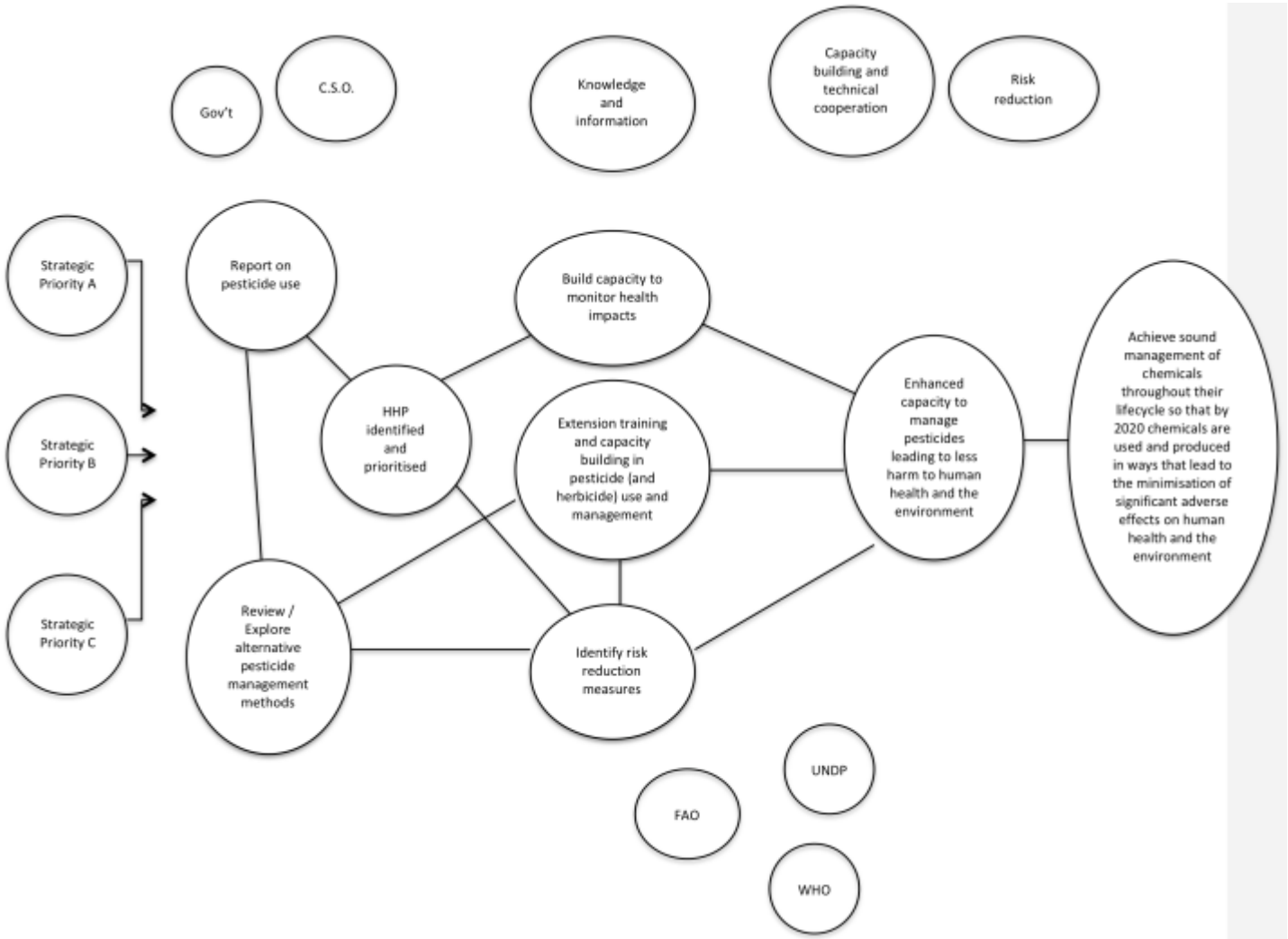
This group of projects support the SAICM objective B knowledge and information, and particularly the progress Indicator 6 on information according to internationally harmonized standards.


Gov't
Ministry of Environment
Knowledge and information
Capacity building and technical cooperation
Risk reduction
Strategic Priority A
Strategic Priority B
Education and information materials developed
Training on GHS for industry and civil society
National GHS workshop
Regional and international outreach and communication
Raised awareness and understanding of chemical risks by civil society and industry
National GHS implementation strategy developed
Strengthened capacity on GHS implementation
Continued institutional strengthening of implementation of SAICM
UNITAR
Implementation of SAICM and international chemicals management agreements
Improved natural system of chemical management to achieve enhanced protection of human health and the environment
Achieve sound management of chemicals throughout their lifecycle so that by 2020 chemicals are used and produced in ways that lead to the minimisation of significant adverse effects on human health and the environment

Category 3: Chemicals in agriculture (12 projects with full documentation)

A smaller group of projects within the portfolio relate to the agricultural sector, specifically pesticides. These projects have been funded during the latter rounds of the QSP. These projects mainly address QSP Strategic Priority B with four projects addressing QSP Strategic Priority C, and two, QSP Strategic Priority A. This group supports the SAICM objectives: knowledge and information; risk reduction.

Half of the projects were implemented by government agencies (Environment, agriculture and health), and half by CSO. A few projects had executing agencies – FAO, WHO and UNDP.


Gov't
C.S.O.
Knowledge and information
Capacity building and technical cooperation
Risk reduction
Strategic Priority A
Strategic Priority B
Strategic Priority C
Report on pesticide use
HHP identified and prioritised
Review / Explore alternative pesticide management methods
Build capacity to monitor health impacts
Extension training and capacity building in pesticide (and herbicide) use and management
Identify risk reduction measures
Enhanced capacity to manage pesticides leading to less harm to human health and the environment
Achieve sound management of chemicals throughout their lifecycle so that by 2020 chemicals are used and produced in ways that lead to the minimisation of significant adverse effects on human health and the environment
FAO
UNDP
WHO

Category 4: Chemical Waste (37 projects with full documentation)

Another group within the portfolio focuses on addressing the issue of chemical waste, including addressing particular chemical streams such as mercury, heavy metals, or PCBs. All but two of these projects address QSP Strategic Priority B, with 11 addressing priority A and seven, priority C.

The majority of these projects were implemented by government agencies with a few implemented by CSOs. Most projects were implemented by the Ministry of Environment and a few by the Ministry of Health. Eight projects had no executing agency, three a Basel Convention Regional Centre (BSRC) as executing agency, with UNDP, UNEP, UNIDO, having two projects each, with UNITAR, WHO and the Secretariat of the Basel Convention having one project.

This group supports the SAICM objectives: knowledge and information; risk reduction; capacity-building and technical cooperation.


Gov't
C.S.O.
Ministry of Environment
Ministry of Health
Knowledge and information
Capacity building and technical cooperation
Risk reduction
National inventory and database developed
Review and develop regulations
Management plan developed
Improved management of chemical waster
Contribution to the fulfillment of the country's obligation under the main chemical MEAs
Strategic Priority B
Strategic Priority A
Strategic Priority C
Awareness raising and education programmes
Communication and information sharing
Training
Better stakeholder involvement
National programme/ action plan implemented
Enhanced capacity to manage waste
Enhanced capacity for sound management of chemical waste leading to reduced risk to human health and the environment
Achieve sound management of chemicals throughout their lifecycle so that by 2020 chemicals are used and produced in ways that lead to the minimisation of significant adverse effects on human health and the environment
BCRC
UNDP
UNEP
UNITAR
WHO
SBC
UNIDO

Category 5: Risk reduction (25 projects with full documentation)

The final group of projects within the portfolio focuses on risk reduction from exposure to chemicals through accidents and poisoning, as well as exposure at work and at home.

The projects within this group all address QSP Strategic Priority B, with a handful also addressing priority C and Priority A. Around two thirds are implemented by government ministries and one third projects are implemented by CSOs. Some were executed by WHO, two by UNEP and two by UNDP. This group of projects supports the SAICM objectives: risk reduction; capacity building and technical co-operation; knowledge and information.


Gov't
Ministry of Environment
C.S.O.
Ministry of Health
Risk reduction
Capacity building and technical cooperation
Knowledge and information
Strategic Priority B
Strategic Priority C
Strategic Priority A
Coordinating working group established
Monitoring concentrations
National plan for improved effective chemical safety management
Improved prevention activities
Enhanced capacity for management of poisoning leading to less harm to human health
Enhanced facilities
Achieve sound management of chemicals throughout their lifecycle so that by 2020 chemicals are used and produced in ways that lead to the minimisation of significant adverse effects on human health and the environment
Survey and inventory
Information and awareness raising
Improved systems of data collection
Training
Strengthen stakeholder capacity
Increase knowledge and overall capacity in risk assessment leading to less harm to human health and the environment
Create network of professionals
Greater collaborative partnership between gov't and other stakeholders
WHO
UNDP
UNEP

The projects were classified by region, theme, and availability of full set of project documentation (as evidence that the project had completed). From the tables below, the final selection was made for the interviews (Stage 3) and case study projects (Stage 4). The projects highlighted in green had the full set of documentation; while blue and red were missing proposal, M&E report respectively; yellow only had a final narrative report; and white had only a proposal. Selection of projects for further review included almost all of the completed projects in Categories 2-5; and a sample of projects from Category 1, which contained a lot of repetition of similar projects (e.g. the UNITAR executed projects on national profiles and SAICM implementation plans).

AFR	SAICM category 1	GHS category 2	Agriculture category 3	Waste category 4	Risk reduction category 5
Benin	X.29.G.BEN				
Burkina Faso	I.01.M				
Burkina Faso	X.21.G.BKF				
Burundi	II.03.G.BDI	XII.06.G BUR			VII.07.G.M
Cameroon	IX.29.G.CAM			VIII.01.C.CMN	
Chad	II.05.G.TCD				
Comoros	II.06.G.COM				
Comoros	X.1.G.COM				
Côte d'Ivoire	XI.04.G.CIV			IV.06.G.CIV	
Côte d'Ivoire	I.02.M				
Democratic Republic of the Congo	I.02.M	X.24.G.DRC			
Djibouti	I.01.M				
Egypt	V.04.G.EGY		II.21.C.DHIDR		
Eritrea	VIII.05.G.ERI				
Ethiopia			IX.07.G.ETP	IX.04.G.ETP	
Gabon	VIII.08.G.GBN				VI.04.M
Gambia		VI.05.G.GAM			
Ghana	II.08.G.GHA				XII.08.G Ghana
Kenya	III.04.G.KEN				VI.04.M
Kenya	V.17.C.EAF NGO				
Lesotho	II.14.G.LSO		XIII.01.G LES		
Liberia	III.05.G.LBR				
Liberia	V.06.G.LBR				
Madagascar	I.01.M	IX.10.G.MDG		V.07.G.MDG	
Malawi	II.15.G.MWI				
Mali	III.06.G.MLI	X.14.G.MLI	IX.06.C.PAN	VI.07.M	
Mali				IX.16.G.MLI	
Mauritania	V.08.G.MRT				
Mauritius	VII.05.G.MAU				
Morocco			V.09.G.MAR		
Mozambique			IX.13.G.MZQ	IX.05.G.MZQ	
Niger	VIII.07.G.NGR				
Nigeria	I.06.G.NGA				
Republic of Guinea	VII.16.G.GUIN				
Rwanda	I.01.M				VII.07.G.M
Sao Tome & Principe	I.01.M				
Senegal	V.11.G.SEN		IX.06.C.PAN	VI.07.M	
Seychelles	V.12.G.SYC				
Sudan	III.08.G.SDN				
Swaziland	VII.13.G.SWAZ				
Tanzania	V.17.C.EAF NGO			XI.12.G.TZA	IV.17.C.SETAC
The Republic of Congo		VIII.04.CNG			
Togo		IX.08.G.TGO			
Tunisia		XII.04.G.TUN			
Uganda	I.07.G.UGA		IX.07.C.PBU		
Uganda	V.17.C.EAF NGO				
Zambia		V.16.G.ZMB			X.04.G.ZMB
Syria	I.02.M				

ASP	SAICM category 1	GHS category 2	Agriculture category 3	Waste category 4	Risk reduction category 5
Bahrain				IV.04.G	
Bhutan	X.19.G				
Cambodia	II.04.G			VIII.03.G.M	
Cambodia	VIII.01.G			IV.02.M	
China	IX.06.G			VIII.03.G.M	
Cook Island				XI.07.G	VII.11.G.M
Indonesia	IV.03.M			IX.23.G	
Kazakhstan	II.11.G				IV.16.C.CEEAP
Kazakhstan	XI.02.G				
Kiribati	II.12.G	IX.25.G		XI.07.G	VII.11.G.M
Korea	V.03.G	XII.07.G			
kyrgyzstan	II.13.G	X.07.G			IV.16.C.CEEAP
kyrgyzstan	VI.06.G				
Lao			XII.05.N	VIII.03.G.M	
Maldives	XI.01.G				
Nepal	II.17.G			X.23.C	
Pakistan				VIII.03.G.M	
Palau	IV.10.G				
Philippines				IV.02.M	IV.12.G
Samoa	IV.13.G			XI.07.G	VII.11.G.M
Solomon Islands					VII.11.G.M
Sri Lanka	V.13.G			VIII.03.G.M	X.12.G
Tajikistan	IX.02 M	X.08.G			
Thailand	IV.03.M				VI.08.G
Thailand					V.14.G
Tonga					VII.11.G.M
Uzbekistan	V.15.G	XIII.05.G			
Vietnam	IX.20.G			X.22.G	
Vietnam				XII.09.G	
Yemen	III.09.G				
Yemen	XIII.02				

CEE	SAICM category 1	GHS category 2	Agriculture category 3	Waste category 4	Risk reduction category 5
Albania	VI.01.G.ALB		XIII.03.C ALB		
Armenia	III.01.G.ARM				
Armenia	XII.11.G				
Armenia	I.03.M				
Azerbaijan	X.23.G				
Belaurs	IX.02 G M				IV.16.C EEAP
Georgia	IV.08.G.GEO				VIII.02.C.GRG
Republic of Moldova	II.16.G.MDA	IX.11.G.MDA			X.05.C.UAP
Serbia	XII.12.G				
Serbia	I.03.M				
The Former Yugoslav Republic (FY	I.05.G.FYM				

LAC	category 1	category 2	category 3	category 4	category 5
Argentina				III.10.C.AAMA	
Argentina				XI.03.G	
Bahamas	XII.02.G				
Barbados	II.01.G	VII.03.G			
Belize	IV.05.G				
Belize	X.17.G				
Bolivia	II.02.G	X.09.G		III.10.C.AAMA	
Brasil	III.11.C				
Chile	III.11.C	IX.17.G		III.10.C.AAMA	
Chile	I.03.M				
Colombia	V.02.G	X.11.G			
Costa Rica	VI.02.G		XIII.04.C		
Costa Rica	I.03.M				
Cuba					IV.07.G.CUB
Dominican republic	VIII.06.G				X.06.C
Ecuador	I.04.G				
El Salvador	III.03.G				X.06.C
Guatemala	II.09.G	X.10.G			
Guyana	IV.09.G				
Haiti	IX.27.G				
Haiti	I.02.M				
Honduras	II.10.G			XII.10.G	
Honduras	V.05.G				
Jamaica		X.18.G		X.02.G	
Mexico		X.13.G			
Mongolia	I.02.M				
Nicaragua	II.18.G			XII.10.G	X.06.C
Panama	V.10.G				
Paraguay	IV.11.G		XII.03.G.PRY	III.10.C.AAMA	
Peru	III.07.G?			III.10.C.AAMA	
St Lucia	IX.21.G			IX.21.G	
St Vincent & Grenadines	VII.19.G				
Suriname	X.20.G				
Trindad and Tobago	II.20.G				
Uruguay	III.11.C			IV.15.G	
Uruguay				III.10.C.AAMA	
Uruguay				XII.01.G	

6.3. Results of the online survey

The results of the 'scoring' questions are given in Figure 5 and Figure 6 in the main report. In this annex, we present a comprehensive sample of the responses received in the free text questions, as follows:

Motivations for applying to the QSP

70 responses were provided to this question, mentioning the following motivations (in order of frequency):

- Relevance of the QSP as a source of funds for specific technical issues
- Convenience and ease of application process, particularly appropriate for small-scale projects
- Comprehensive, "rallying" nature of projects, including explicit multi-stakeholder approach

The QSP is primarily valued for its technical scope, as a source of funds that responds to applicants needs in terms of specific issues - examples include Pollutant Release and Transfer Registers, mercury, GHS, disinfectants, pesticides, life cycle analysis and others. Some of these issues may be difficult to fund from other sources: "*It was a funding opportunity - funds are rather scarce for poison centre studies*" and "*Few governmental and non-governmental agencies are working in chemical issue in Nepal. None of the donor agencies come forward for partnership to tackle chemical issue …*".

Around 20 respondents mentioned the cross-sector, multi-stakeholder and coordinating role of QSP projects, "in order to implement existing international agreements dealing with hazardous wastes and chemicals and measures to improve coordination and synergies with respect to chemical safety policy and activities at the national are central to its governance objectives". Nine of these explicitly mentioned stakeholder involvement, either the value of having all stakeholders involved, or explicitly referring to civil society partnership.

Finally around 10 respondents mentioned the relatively straightforward application and administrative procedures associated with the QSP with quick decision making being noted by many and *"the process to achieve the financing was really fast and relevant topics, not very bureaucratic, and it is interesting because it supports national projects of the country*". This is appropriate for "*a funding window for small-scale activities on chemicals management issues"* and for regional projects - "*QSP helped to get the funding for regional projects in a[n] easy way. Otherwise it is difficult to obtain funds for regional projects which involve more than one country*."

Of the 40% of respondents who disagreed that the projects had been delivered on time, over 10 made comments identifying administrative delays at UNEP or by the Executing Agencies, for example "due to delayed disbursement of funds and changes in responsible staff at the International Secretariat, the project was delayed and extended for a long period of time beyond the project designed time frame". Slightly fewer respondents mentioned national political or administrative delays: "Political unrest impacted on the timeline" or "*The project was not completed on the time frame because some delays with the Ministry of Foreign Affairs*". Finally a significant group of respondents also noted the inherent difficulty in some of the projects and suggested that the timelines were optimistic from the beginning: "*The planned time frame was optimistic. This type of process, involving many stakeholders and requiring considerable data collections and background research, requires much time even in countries that are well organized*" or "…it was the first project on this subject that required more time and funding to complete the planned activities". In particular, "*engaging the community requires more resources and greater demand for labor . A simple invitation to a workshop or training is not enough, you must reach them with other involved experts and more activities*".

Of over 20 comments on gender considerations, approximately equal numbers gave specific examples of women's involvement including participation in meetings and project activities, or involvement of mothers in a project on children's exposures; indicated that gender aspects were considered, without giving specific examples; and believed that gender was not considered or was not applicable, including

comments that the project treated gender neutral issues; or that it targeted the general population which would include women. One respondent noted that "the project document did not insist on this, whereas there is a gender aspect to chemicals management".

"The final decision to cancel the registration of an important number of Highly Hazardous Pesticides was supported by all stakeholders involved."

While almost 20 respondents reported that project activities had resulted in increased technical capacity, only a couple gave specific examples or evidence that these activities had had some discernible impact. In a couple of cases, training materials had been subsequently rolled out beyond the initial project beneficiaries "*Yes, we have in Peru now a tool kit on chemicals based on train the trainers approach that is used by different public health entities*". Other comments indicated the type of capacity without explicitly giving examples e.g. "*The project supported and encouraged government stakeholders to put those laws on chemicals management into action*" or "*The introduction of a dynamic collaboration and multi-stakeholder partnerships, especially with the communities and local associations and local radio stations, contributed to greater mobilization and project success*". One respondent related to a national database project highlighted that "*Due to the lack of commissioning of the system has not been strengthened technical capacity"*, an example of how the lack of rigorous planning for impact (e.g. explicit documentation and monitoring of key assumptions) may be constraining the potential for the QSP projects to achieve tangible impacts on chemicals management.

The issue of stakeholder engagement is addressed by comments from around 15 respondents, including one noting "*Limited active involvement of civil society and industry though they were represented at meetings*", and for one project in Costa Rica, "*It has not been able to obtain a real commitment of the actors involved*", showing the difference in stakeholder involvement as a project activity compared to as an impact. However, other respondents were able to give examples of active engagement including "*As a result of our contribution, we have been involved in the ongoing review of policies and laws on the sound management of chemicals*" or "*formulate policy, to generate awareness campaign, and to introduce the concept of eco-labeling among paint manufacturers*".

Political commitment has been more challenging, with more comments containing negative or inconclusive opinions "The issue of e-waste is a concern at the national and regional levels but in terms of whether it is a government priority, that is not very clear" and "From the Project and the dissemination of its results, government entities related to the subject have increased efforts to highlight the importance of achieving sound management of chemicals; however strong and determined political commitment is still under construction". Again however, others are able to give positive examples including "At least at the Ministry of Agriculture, there was strong commitment to reducing pesticide risks, leading to an outright ban on certain pesticides" and "the National Assembly appointed a deputy to serve on the National Coordinating Committee of the project, as well as the Economic and Social Council and other institutions of the Republic". Following completion of a civil society project in Nepal, the Ministry of Science, Technology and Environment have "use[d] the findings of our research as a background material to formulate lead in paint standard in Nepal […] adopted draft regulation prepared by this project and has submitted it to the Ministry of Law and Justice for approval. As an extension, ministry has allotted little fund to study the lead in toys found in local market". In Samoa, "PacWaste, a $12M project was based around this initial project"

In terms of improvements in chemicals management systems, examples include bans of Highly Hazardous Pesticides (Mozambique) plastic bags (Madagascar) and lead-based paint (Nepal); development of follow on projects to address gaps identified (Guyana and Colombia); and continuation of stakeholder coordination committees (Peru). However in Barbados "*There were no changes in the legislative framework that would drive changes to the chemicals management infrastructure*." It may be that this goes beyond the 'enabling activities' foreseen by the QSP in any case. Two respondents gave examples of data becoming available on health impacts of pesticides and chemicals, while one respondent gave examples of environmental monitoring of lead contamination. Data on chemicals use was also given as an example.

Challenges faced in implementing the project

Respondents identified a number of challenges that they faced in project implementation. In order of frequency these were:

- Support from SAICM
- Cooperation, Coordination
- Capacity and awareness
- Political commitment and political stability
- Logistics
- Sustainability

The major challenge in regard to support from SAICM related to complicated and rigid procedures, and delays in contracts and payments, However, the former seems to conflict with a number of respondents who identify ease and flexibility as the motivating factors that attracted them to apply to the QSP; or reflects an initial assumption that the procedures would be easy that was not the case in practice. The apparent contradiction may also result from the two-stage process whereby applicants follow the QSP process and procedures for project approval, and follow the UNEP process for preparation and signing of the agreements, payments and other administrative processes (e.g. requests for budget variation and changes to timeframe). Overlaying these two processes maybe a third, relating to those of the executing agencies (where applicable).

Challenges relating to cooperation included difficulties in cooperation between countries involved in multi-country projects, and the reluctance of industry to cooperate – in particular to share their internal information on chemicals management. Related to these challenges were difficulties of stakeholder coordination. As one respondent commented *"Coordinating a large group of institutions from the public and private sectors implies a great challenge, given the need to reconcile different interests and try to reach a consensus".*

A lack of capacity and technical knowledge were identified as challenges by several respondents. This related to: the inexperience of project coordinators; the lack of awareness among government officials and stakeholders in industry and NGOs about chemicals management; the lack of electronic records; difficulties in finding sufficient national experts. This confirms the need for the QSP in the first place! The MTR also commented in the Lessons Learnt (Executive Summary) that "*Some of the challenges identified, such as insufficient technical capacities or limited data, may be attributed to inadequate project design that fails to consider these national deficiencies from the outset*".

Related to the issue of cooperation, coordination and capacity, a further challenge identified was the lack of political will and commitment by some of the government agencies. In some cases, this was due to political instability also hindered the progress of the project in Madagascar, Mali, Moldova, and Côte D'Ivoire.

Logistical challenges were cited by a handful of respondents. These challenges related to the inaccessibility of remote rural communities identified for the project – however this relates to a very small minority of projects which actually targeted end users of chemicals, as the large majority related more to policy or technical level

One respondent raised the challenge of lack of follow up after the project had completed: "Members of the committee participated actively during the first part of the project but they stop meeting with regularity and after the project the committee is not active. The focal point of SAICM is not working after the project."

Most significant changes

Of the 60 responses received to this question, the main changes noted are (in order of frequency)

- Awareness and knowledge
- Mainstreaming
- Stakeholder involvement and coordination

- End users / risk reduction
- Methodology or approaches developed

Examples of mainstreaming include development of legislation, policy, or regulations by the project or which followed on from it; "*As a result Import & Export Control Act of the country was amended and it was included the highly toxic and suspected chemicals in to the Act" (Sri Lanka); "set up a 90ppm mandatory standard [for lead in paints] in Nepal"; or "to develop a national strategy that is been considered by the Chemical Steering Committee that keeps working with the conduction of SAICM Peru Focal Point"*. A second common aspect of mainstreaming responses includes the establishment of programmes, for example the Tanzania Chemical Accident Prevention and Preparedness Programme, or in Samoa, the Pac Waste project for e-waste management." A final strand of mainstreaming impacts concerns efforts to continue data management practices, "*one impact that arose was the generation of initiatives and programmes to start a systemization of the information which each of the involved institutions collects*" (Costa Rica). It is interesting to note that of the 18 projects who give evidence of such mainstreaming activity, only four were identified as QSP Strategic Priority C (i.e. mainstreaming) projects according to the proposals and project documentation.

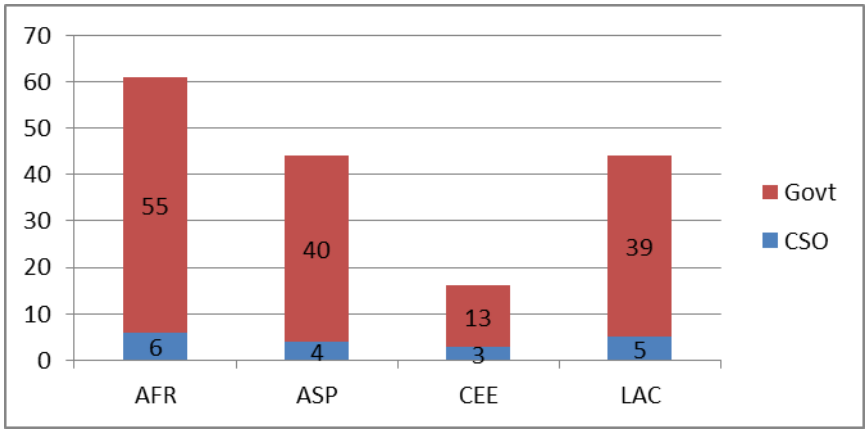
Higher levels of awareness and understanding were mentioned at all levels. There was greater awareness of chemicals issues among different target groups – "*a better awareness in various sectors involved in the issue of mercury*", and "*an understanding that chemicals management should be considered as part and parcel of sustainable development*" – however these comments were generally quite broad and may be difficult to verify. Information and knowledge has also been generated or disseminated which can be used to further develop chemicals management approaches – "*Better understanding of the [Artisanal and Small Scale Gold Mining] sector*" or "*the stakeholders who use, produce and import chemical products are familiar with the SAICM structure at the Ministry of Environment*"

Respondents also singled out the value of involving stakeholders and enhancing coordination between them as a long term change after the projects. "*The coordination mechanism that was established during the project has shown us that there is a severe need for stakeholder participation in chemicals management in Guyana. This mechanism is still in use today and has proven a vital tool for us*". In addition to reference to specific mechanisms, many comments also imply a less tangible (and less easily measurable) but equally important shift in perception, for example "*There is also a spirit of working together among CSO and government on matters of Sound Chemicals Management*" (East African NGOs) and "*the collaboration among related agencies in the sector has been significantly improved*" (Viet Nam).

While end user changes were more rarely mentioned, these demonstrate achievement of impacts that arguably go beyond the 'enabling activities' scope of SAICM. For example "*the workers are now provided with protective gear while on duty, they are also educated on the dangers of getting exposed to these hazardous chemicals*" (Uganda) and "the companies involved in the project had a tangible change in their chemicals management". Finally a few respondents mention the development of methodologies or tools which will be available in other countries or regions.

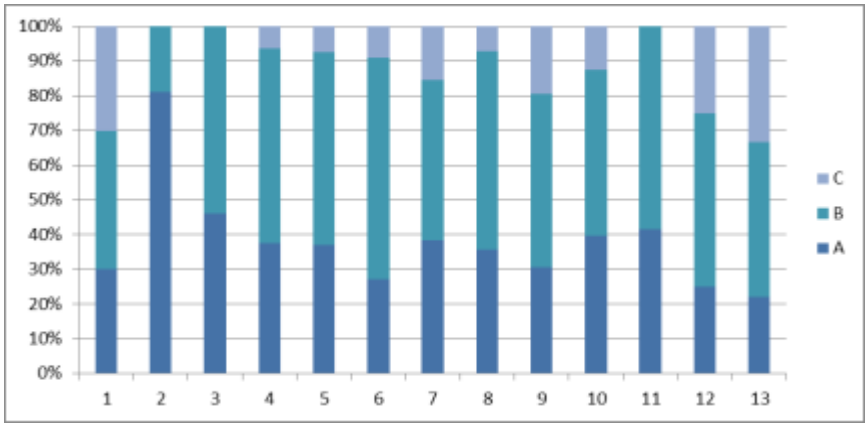
6.4. Description of the QSP Portfolio

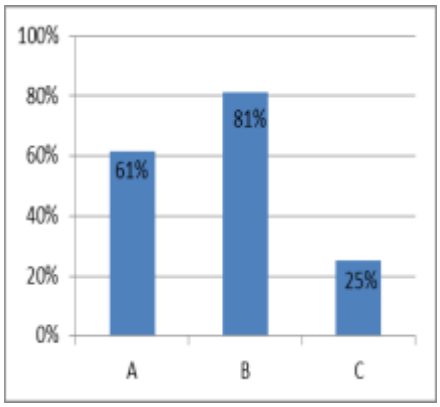
A total of 158 projects (current and completed) have been included in this summary, based on the list provided at the OEWG meeting in December 2014 (document SAICM/OEWG.2/INF/7) when preparations for the evaluation began. It is inevitable that these figures will be continually superseded as the final rounds and projects complete. For example, by June 2015, the QSP report to the 10th Executive Board meeting (document SAICM/EB.10/4/REV) refers to 184 approved projects (164 of which had completed funding agreement documents) and 115 completed projects. The following data reflects the QSP portfolio as it stood at the outset of the Impact Evaluation and in any case, the broad distributions (e.g. between region; stakeholder; QSP Strategic Priority; economic ranking (SIDS/LDC or not); and Executing Agency) remain broadly relevant. All of these criteria have guided the selection of projects for detailed review during the Impact Evaluation.



Number of projects awarded by region; and by stakeholder

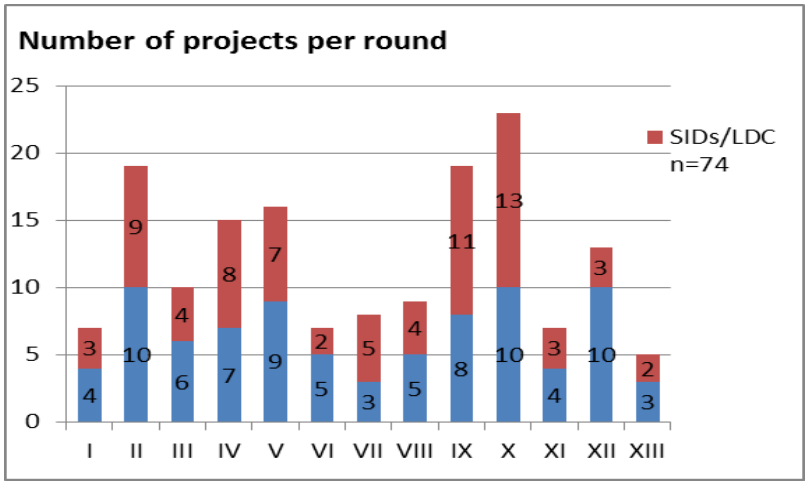
Africa received the most projects (61) followed by Asia and the Pacific and Latin America and the Caribbean with 44 each and Central and Eastern Europe with 16. (These add up to more than the 158 projects of the QSP portfolio because they include five multi-region projects, which have been counted multiple times).





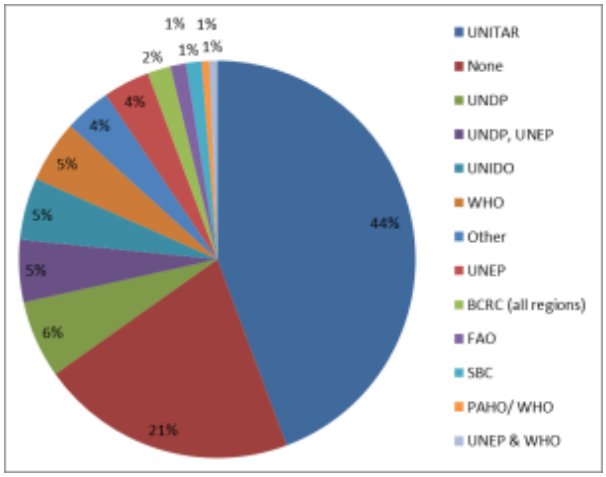
Percentage of total projects addressing the three QSP Strategic Priorities – as before, the sum of the % exceeds 100% because many projects addressed more than one priority.

Percentage of projects in each round that address each of the QSP Strategic Priorities showing a relatively higher proportion of projects addressing Priority C (mainstreaming) in the last two rounds. NB The MTR (held after the submission of Round XI projects) recommended that funding be allocated beyond enabling activities and this was reiterated by the QSP Executive Board. Again, the projects addressing multiple priorities have been double counted.



Number of projects approved by round and by category of recipient country (SIDs and/or LDC countries)

The fund was successful in reaching SIDS and/or LDC categories of countries, with 47% of projects being allocated to countries in these groups. When the level of funding is assessed, a similar picture emerges, with 46% of total funding being allocated to these countries.



Percentage of the total QSP envelope ($32,434,140) awarded by executing agency

UNITAR was the executing agency for the majority of projects, both by number of projects and by total amount of funding granted (the latter is represented in the chart). The next most common category was self-executed projects, which includes the majority of the countries and civil society projects. The category 'Other' in the chart above is all the agencies that executed a single project over the whole QSP (these are International Panel on Chemical Pollution, the Caribbean Environmental Health Institute, The Blacksmith Institute, the Secretariat of the Pacific Regional Environment Programme, the Sustainable Agriculture and Environment Association, and the Coordination Centre of the Basel Convention for Latin American and Caribbean).

6.5. List of people interviewed

Project No	Name	Role in project	Interview Date
AFR			
III.04.G Kenya	Mr Francis Kihumba Njuguna	Ministry of Environment- SAICM coordinator	11.08.2015
III.04.G Kenya*	Eng. Charles Kalomba	Participant from jua kali sector	02.09.2015
III.04.G.Kenya*	Mwai Mwitingu	Technical committee	01.09.2015
III.04.G. & V.17.C Kenya*	Peter Opiyo	Participant, CEO Pest Control Board of Kenya	01.09.2015
III.04.G Kenya*	William Munyoki	Participant-government chemist	31.08.2015
III.04.G Kenya*	Richard Sikuku	Agrochemical Association of Kenya	31.08.2015
V.09.G Morocco	Ms Btissam Ameur	Project Coordinator	02.09.2015
V.16.G Zambia.& X.04.G (WHO, regional)	Mr David Kapindula	Project coordinator	28.08.2015
V.17.C EAF	Mr Silvani Mng'anya	Project Coordinator	22.07.2015
V.17.C Tanzania	Mr Haji T. Rehani	National Project Coordinator	04.08.2015
V.17.C Kenya	Mr Griffin Ochieng	National Project Coordinator	05.08.2015
V.17.C Uganda	Mr Geoffrey Kamese	National Project Coordinator	05.08.2015
III.06.G & VI.07.G Mali	Mr Oumar Cisse	Project Coordinator	19.08.2015
VI.07.M Senegal	Fagamou Sy Diop	Project Coordinator	18.08.2015
VII.07.M Rwanda	Mr Eliezer Ndizeye Rusakana	Project Coordinator	19.08.2015
IX.06.C PAN Senegal (& Mali)	Mr Mourtada Thiam	Overall Coordinator & Senegal	14.08.2015
IX.07.C.Uganda	Mr Robert Tumwesigye	Overall Coordinator	10.08.2015
VIII.04. Congo	Ms Christiane Estelle Ickonga	Project Coordinator	31.08 2015
IX.10.G Madagascar	Marthe Delphine Rahelimalala	Project Coordinator	18.08.2015
XI.12.G. Tanzania	Egid Mubofu	Technical Support Partner	10.08 2015
ASP			
II.04.G. Cambodia	Mr Rithirak Long	Project coordinator	11.08.2015
IV.02.M Cambodia	Mr. Sarun Sambo & Mr. Sophal Laska	Coordinator/ Successor coordinator	26.08.2015
VIII.01.G.M Cambodia*	Mr. Long Rithirak	Manager	07.09.2015
VIII.01.G.M Cambodia*	Mr Yi Kanitha	Minstiry of Labour & Vocational Training	17.09.2015
VIII.01.G.M Cambodia*	Mr By Pitou	Ministry of Indusry & Handicarft	17.09.2015

VIII.01.G.M Cambodia*	Mr. Sophal Laska	Coordinator	07.09.2015
VIII.03.G.M Cambodia*	Mr. Phet Pichhara	Coordinator	
VIII.03.G.M Cambodia*	Mr Cheang Seng Ngoun	Electricité du Cambodge	18.09.2015
VIII.03.G.M Cambodia*	Mr Chhun Ty	Electricité du Cambodge	18.09.2015
II.13.G.KGZ	Bekkulova Djiparkuli Baglan Salykmambetova	Coordination of project components.	21.08.2015
VI.06.G Kyrgyzstan	Inna Konyukhova	Project Coordinator	20.08.2015
X.23.C Nepal LEADERS	Dhiraj Pokhrel	Project Coordinator	09.09.2015
V.14.G Thailand	Jarupong Boon-Long	manager	09.09.2015
VII.11.G WHO	Rokho Kim	Executing Agency	07.09.2015
CEE			
ll.16.G Moldova	Tatiana Tugui	Project coordinator	30.07.2015
VIII.02.C.Georgia	Ms. Anna Samwel	Project coordinator	25.08.2015
IV.08.G Georgia	Nino Shavgulidze	Project Coordinator	07.08.2015
IV.16.C CEEAP - Belarus	Yulia Yablonskaia	Project Coordinator	27.08.2015
IV.16.C CEEAP Kyrg	Mr Oleg Pecheniuk	KG Project Coordinator	03.09.2015
IX.11.G.MDA	Ms Ludmila GOFMAN	Project evaluator	11.08.2015
VI.01.G.ALB	Lindita Tafaj	Project coordinator	04.09.2015
X.05.C.UAP	Mr. Alexandru Slusari	Project Coordinator	20.09.2015
II.16.G.MDA*	Senic Iurie	Representative from the Ministry of Agriculture and Food Industry	18.09.2015
II.16.G.MDA IX.11.G.MDA X.05.C.UAP*	Ludmila Murduchaeva	SAICM Focal Point	18.09.2015
X.05.C.UAP*	Rodica Iordanov	NGO EcoContact (subontractor), partner of the project	17.09.2015
X.05.C.UAP	Glina Iuras	Local expert for developing the methodological support pack for teachers	13.09.2015
X.05.C.UAP*	Nicolae Moscalu	Chemical Safety Week regional coordinator, Hincesti district, NGO ProDezvoltare Rurala	14.09.2015
X.05.C.UAP*	Tatiana Echim	Communication expert	13.09.2015
X.05.C.UAP*	Tatiana Marin	Chemical Safety Week regional coordinator, Stefan Voda district, NGO MEM Moldova	13.09.2015
X.05.C.UAP*	Liuba Balan	Chemical Safety Week regional coordinator, Hincesti district, NGO ProDezvoltare Rurala	15.09.2015
LAC			
X.18.G Jamaica	Gillian Guthrie	Coordinator	04.08.2015
III.10.C.AAMMA	Lilian Corra	Coordinator	06.08.2015

II.01.G Barbados	Philip Pile	Coordinator	07.08.2015
VI. 02.G Costa Rica	Shirley Montero; Jose Rodriguez	Coordinator	20.08.2015
III.03.G El Salvador	Yolanda de Tobar	Coordinator	17.08.2015
III.07.G Peru	Marcos Alegre	Coordinator	21.08.2015
Vll.19.G.SVG	Lesmond Maloire	Caribbean Environmental Health Institute (implementing agency)	24.08.2015
II.20.G Trinidad & Tobago	Mr Wayne Kumar	Environmental Management Authority (implementing agency)	25.08.2015
III.11.C Sustainlabour	Laura Murillo and Laura Maffei	Director	12.08.2015
lll.11.C Sustainlabour*	Fernando Sobrinho	Fundacenro, Brazil	15.9.2015
lll.11.C Sustainlabour*	Jorge Ramada	Chemical Industry Trade Union, Uruguay	18.09.2015
EB, TFIC, Secretariat			
Secretariat	Aitziber Echeverria		31.08.2015
UNITAR	Brandon Turner		09.09.2015
UNIDO	Nora Silva		16.09.2015
SIDA	Sara Stenhammar		11.09.2015

*Case study: follow up interviews with additional project stakeholders, either face to face or over telephone/ skype

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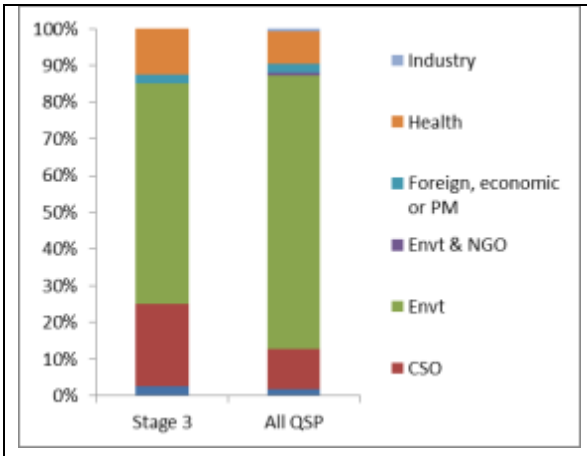
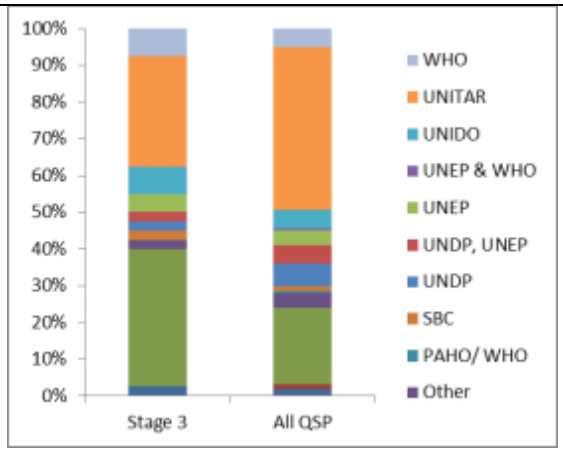
6.6. Sampling of projects for Stage 3

Sampling of projects for Stage 3 interviews was broadly representative across the selection criteria (see graphs below). CSO projects were over-sampled at the expense of those implemented by ministries of environment (a); UNEP-executed projects at the expense of UNITAR-executed ones (b); QSP Strategic Priority B at the expense of projects addressing both QSP Strategic Priorities A and B (e); and finally, more projects addressing 'chemicals & wastes' and 'risk reduction' themes at the expense of GHS and capacity building[22].

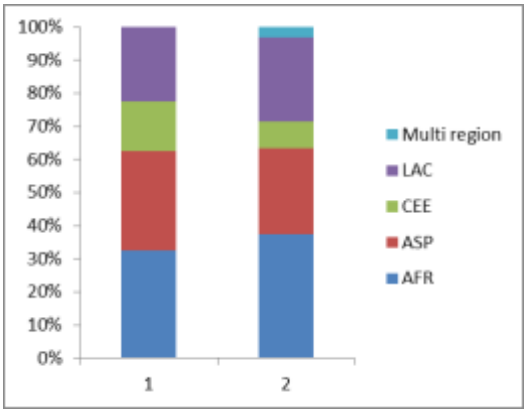
a) By sector of implementing partner	b) By Executing Agency

[22] See Annex 6.2 for details of how these five theme categories were developed.

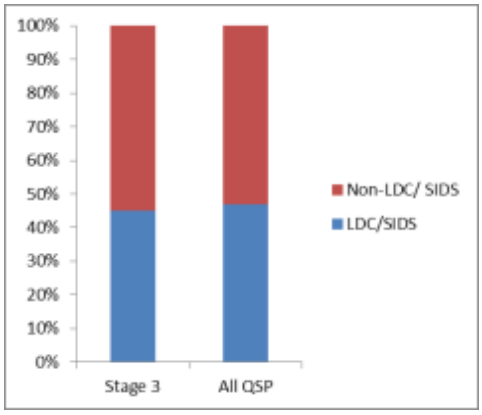




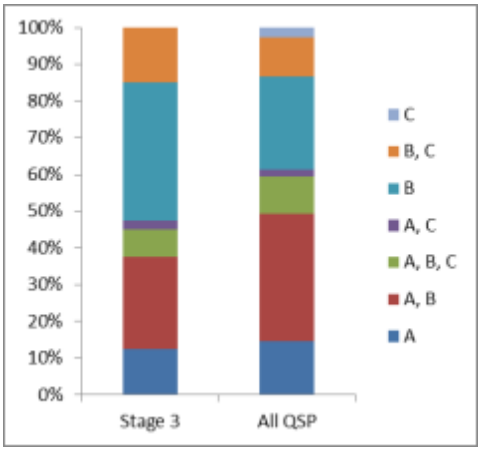
c) By region



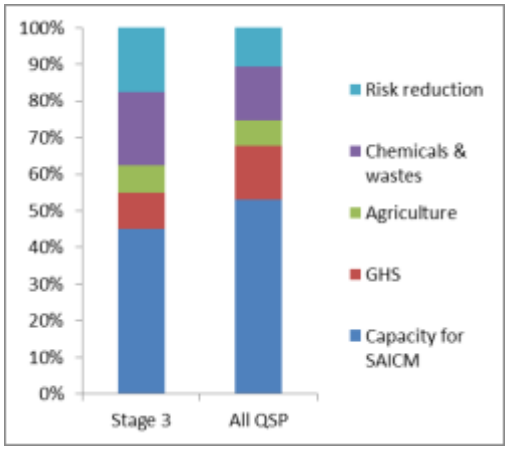
d) By LDC/SIDS



e) By Strategic Priority



f) By 'theme' (see Theory of Change section)



6.7. Interview template & rating

Project No	Name	Role in project	Interview Date

Rating table

Criteria	Rating (HU, U, S, HS)[23]	Justify the rating
Relevance –hitting 5 OPS objectives		
Effectiveness – outcomes		
Efficiency – all activities & outputs achieved within time & budget?		
Sustainability – institutional arrangements or mechanisms still exist		

Activities

Which of the 4 bubbles are covered by the project?

Any activities that were not completed/not mentioned in project reports

Key Outcomes

Impacts

OPS Objective	Examples of impacts (reference to specific OPS objectives)
A – Risk reduction	
B – Knowledge & Info	
C – Governance	
D – Capacity building	
E – Illegal traffic	

[23] Highly Satisfactory (HS) = Project has achieved or exceeded the criterion, and yielded substantial impact. The project can be presented as "good practice".

Satisfactory (S): Project has achieved most of its major objectives but has had limited impact.

Unsatisfactory (U): Project has not achieved its objectives or yielded any real impacts

Highly Unsatisfactory (HU): The project has failed to achieve, and is not expected to achieve, any of its major global environment objectives with no worthwhile benefits.

Challenges – lessons learnt

Project/ 11 Elements	a	b	c	d	e	f	g	h	i	j	k
		y		y		y		y			

The following set of 11 basic elements has been recognized as critical at the national and regional levels to the attainment of sound chemicals and waste management, namely:

(a) Legal frameworks that address the life cycle of chemicals and waste;
(b) Relevant enforcement and compliance mechanisms;
(c) Implementation of relevant international multilateral environmental agreements, health, labour and other relevant conventions as well as voluntary mechanisms;
(d) Strong institutional frameworks and coordination mechanisms among relevant stakeholders;
(e) Collection, and systems for the transparent sharing of, relevant data and information among all relevant stakeholders using a life cycle approach, such as the implementation of the Globally Harmonized System of Classification and Labelling of Chemicals;
(f) Industry participation and defined responsibility across the life cycle, including cost recovery policies and systems as well as the incorporation of sound chemicals management into corporate policies and practices;
(g) Inclusion of chemicals and waste in national health, labour, social, environment and economic budgeting processes and development plans;
(h) Chemicals risk assessment and risk reduction through the use of best practices;
(i) Strengthened capacity to deal with chemicals accidents, including institutional-strengthening for poison centres;
(j) Monitoring and assessing the impacts of chemicals on health and the environment;
(k) Development and promotion of environmentally sound and safer alternatives.

6.8. Evaluation framework

Heading/ theme	Evaluation questions	Means of Assessment
Long term impacts & relevance	Achievement of the 3 QSP Strategic Priorities (progress and successes) a. Development or updating of national chemical profiles and the identification of capacity needs for sound chemicals management;	Project documentation Interview Case study
	b. Development and strengthening of national chemicals management institutions, plans, programmes and activities to implement the Strategic Approach, building upon work conducted to implement international chemicals-related agreements and initiatives;	Interview Case study
	c. Undertaking analysis, interagency coordination, and public participation activities directed at enabling the implementation of the Strategic Approach by integrating, i.e., mainstreaming, the sound management of chemicals in national strategies, and thereby informing development assistance cooperation priorities	Interview Case study
	Achievement of intended outcomes; and positive, negative or unexpected outcomes	Online survey Interview

		Case study
	Support to national priorities for the implementation of SAICM	Interview Case study
	Synergies with other in-country projects, and cooperation, as well as synergies created as a result of projects	Interview Case study
	Success in attracting new financial resources for supplementing and/or continuing the activities financed by QSP	Interview Case study
Project delivery and administration	Lessons learned from the application, project assessment and approval, project implementation, and final evaluation and reporting	Interview Case study
	How the Mid-Term Review recommendations for QSP administration improvement have been implemented	Documentation review Secretariat interview
	Compliance with accountability requirements, notably in terms of reporting and deliverables.	Documentation review Secretariat interview
	To what extent the national management and overall coordination mechanisms have been efficient and effective. Did each partner have assigned roles and responsibilities from the beginning? Did each partner fulfil its role and responsibilities	Online survey Interview
Stakeholder involvement & gender	Level of inclusion, cooperation and coordination of the various sectors in relevant project activities, management, consultations and decision-making on the national level; particularly private sector involvement, and the promotion of its responsibility and accountability within the QSP projects	Online survey Case study Interview
	Impact of this involvement of participants	Interview Case study
	Sustainability of governance arrangements and cooperation with among diverse stakeholders	Online survey Interview Case study
	Sex-disaggregated data on project stakeholders or beneficiaries; extent of project activities explicitly designed to target women and promote their involvement	Project documentation Case study
	Extent of equal participation in project design and decision making on the projects	Interview Case study

Conclusions and lessons learnt	Key factors (e.g. implementation approach, internal competencies, type and quality of expertise used, etc.) that determine the performance of the projects, results and sustainability	Interview Case study
	Identification of opportunities of replication and scale-up of QSP seed money for consideration within broader chemicals and waste context of existing projects	Final report
	What needs to be done for the attainment of the 2020 goal of sound management of chemicals.	Final report